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CHILDREN'S BUREAU

HEARING

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BEFORE THE

COMMITTEE ON LABOR OF THE HOUSE OF REPRESENTATIVES

SIXTY-SECOND CONGRESS, FIRST SESSION

ON

H. R. 4694

MAY 12, 1911

COMMITTEE ON LABOR

W. B. WILSON (Chairman), *Pennsylvania.*

W. L. HENSLEY, *of Missouri.*	FINLY H. GRAY, *of Indiana.*
JAMES P. MAHER, *of New York.*	JOHN J. GARDNER, *of New Jersey.*
ARTHUR B. ROUSE, *of Kentucky.*	E. B. VREELAND, *of New York.*
DAVID J. LEWIS, *of Maryland.*	E. H. MADISON, *of Kansas.*
WILLIAM S. HOWARD, *of Georgia.*	W. C. HAWLEY, *of Oregon.*
FRANK BUCHANAN, *of Illinois.*	J. M. C. SMITH, *of Michigan.*

AGNES H. WILSON, *Clerk.*

WASHINGTON
GOVERNMENT PRINTING OFFICE
1911

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1911

[H. R. 4694, Sixty-second Congress, first session.]

A BILL To establish in the Department of Commerce and Labor a bureau to be known as the children's bureau.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That there shall be established in the Department of Commerce and Labor a bureau to be known as the children's bureau.

SEC. 2. That the said bureau shall be under the direction of a chief, to be appointed by the President, by and with the advice and consent of the Senate, and who shall receive an annual compensation of five thousand dollars. The said bureau shall investigate and report upon all matters pertaining to the welfare of children and child life, and shall especially investigate the questions of infant mortality, the birth rate, physical degeneracy, orphanage, juvenile courts, desertion, dangerous occupations, accidents and diseases of children, employment, legislation affecting children in the several States and Territories, and such other facts as have a bearing upon the welfare of children. The chief of said bureau may from time to time publish the results of these investigations.

SEC. 3. That there shall be in said bureau, until otherwise provided for by law, an assistant chief, to be appointed by the Secretary of Commerce and Labor, who shall receive an annual compensation of two thousand four hundred dollars; one private secretary to the chief of the bureau, who shall receive an annual compensation of one thousand five hundred dollars; one statistical expert, at two thousand dollars; two clerks of class four; two clerks of class three; one clerk of class two; one clerk of class one; one clerk, at one thousand dollars; one copyist, at nine hundred dollars; one special agent, at one thousand four hundred dollars; one special agent, at one thousand two hundred dollars; and one messenger, at one thousand four hundred and forty dollars.

SEC. 4. That the Secretary of Commerce and Labor is hereby directed to furnish sufficient quarters for the work of this bureau at an annual rental not to exceed two thousand dollars.

SEC. 5. That this act shall take effect and be in force from and after its passage.

CHILDREN'S BUREAU.

COMMITTEE ON LABOR,
HOUSE OF REPRESENTATIVES,
Friday, May 12, 1911.

The committee met at 10 o'clock a. m., Hon. W. B. Wilson (chairman) presiding.

The CHAIRMAN. We have met this morning for the purpose of considering H. R. 4694, a bill introduced by Mr. Peters, of Massachusetts, to establish a bureau in the Department of Commerce and Labor to be known as the children's bureau.

STATEMENT OF HON. ANDREW J. PETERS, A REPRESENTATIVE FROM THE STATE OF MASSACHUSETTS.

Mr. PETERS. Mr. Chairman and gentlemen of the committee, I wish to call attention to one or two points in this measure, and then I shall present to the committee various ladies and gentlemen who are particularly qualified to state the purposes that it is hoped to accomplish by a children's bureau, and show to you the great public need which we believe exists to-day for such a bureau. This bill seeks to establish under the Department of Commerce and Labor a bureau known as the children's bureau. The bureau shall be under the direction of the chief, to be appointed by the President, and shall have certain other assistants. The total expense contemplated by this bill for the chief, assistants, for the experts, clerks, and everything else amounts to $29,440 annually, including rent and the various salaries and expenses of the people connected with it.

Mr. SMITH. I notice you have some clerks mentioned without naming the compensation. At what do you estimate the salary of the 2 clerks of class 4, 2 of class 3, and 1 of class 2?

Mr. PETERS. I have estimated those as to classes, and that is included in my estimate.

Mr. SMITH. In your estimate at what do you figure their salaries? You have one clerk at $1,000, and an estimate of all of them seems to be $70,000, the way I figure it, at $1,000 apiece.

The CHAIRMAN. Class 3 is composed of $1,100 clerks, is it not, Mr. Peters?

Mr. PETERS. Yes; I think so, Mr. Chairman. They are all fixed by law definitely.

Mr. SMITH. There is a law on that subject now, is there?

Mr. PETERS. Yes. I have not got the amount in detail of the classes.

Mr. SMITH. I see that the compensation is put in for most of them, but left out in these cases.

Mr. PETERS. That is because the compensation for these particular classes is fixed by law.

The CHAIRMAN. I think class 1 is $900; class 2, $1,000; class 3, $1,100; and class 4, $1,200. I think that is the classification.

Mr. PETERS. I think you are right in that, Mr. Chairman. By specifying the classes the salaries and expenses are definitely fixed. I will insert an exact list of the expenses of the children's bureau, as asked for in my bill (H. R. 4694), which is as follows:

Chief	$5,000
Assistant chief	2,400
Private secretary	1,500
Statistical expert	2,000
Two clerks of class 4, $1,800 to $2,000 each	4,000
Two clerks of class 3, $1,600 to $1,800 each	3,600
One clerk of class 2, $1,400 to $1,600	1,600
One clerk of class 1, $1,200 to $1,400	1,400
One clerk	1,000
One copyist	900
One special agent	1,400
One special agent	1,200
One messenger	1,440
	27,440
Annual rent not to exceed	2,000
Total	29,440

The first children's bureau bill was introduced in the Fifty-ninth Congress at the request of the National Child Labor Committee. It was indorsed by President Roosevelt and by Secretary Hitchcock, of the Department of the Interior. At that time it was intended to have the bureau made a bureau of the Department of the Interior. But it has now been thought better to put it under the Department of Commerce and Labor, because it will be more in line with the general work which the Department of Commerce and Labor is undertaking. This measure was brought before the Sixtieth Congress and referred to the House Committee on Expenditures in the Interior Department and to the Senate Committee on Education and Labor. After hearings, both of these committees reported the bill favorably, without any amendment, and that year President Roosevelt, in one of his special messages, referred specifically to the bill. The bill for a children's bureau was again introduced in the Sixty-first Congress, and very much the same routine was gone through with. The interest in the bill, however, had so much developed that at that time the possibility was considered of establishing not a bureau, but a department; but it was thought better to have the establishment of a bureau rather than a department, on account of expense. A similar measure was introduced at the last session by Hon. Herbert Parsons, a Representative from the State of New York, one who has always been a valiant champion of the interests of the children on the floor of the House. I regret that you are losing his presence here to-day in urging this bill, as well as that the country is now deprived of his services in the House. In the Sixty-first Congress this bill was introduced in both the Senate and the House, and in both of these bodies there were favorable reports made on the measure. I will submit, for the purpose of introducing

it into the record, Mr. Chairman, the exact references to those reports, so that in case anyone may desire they can obtain the information contained in the evidence of those hearings.

Summary statement of committee hearings and reports on children's bureau bills.

Sixtieth Congress, second session:
- Hearing on H. R. 24148 before House Committee on Expenditures in the Interior Department, January 27, 1909.
- Report on H. R. 24148 (Rept. No. 2144) recommended the passage of the bill.
- Hearing on S. 8323 before Committee on Education and Labor, February 4, 1909.
- Report on S. 8323 (Rept. No. 974) recommended the passage of the bill.

Sixty-first Congress, second session:
- Hearing on H. R. 23259 before the Committee on Expenditures in the Department of Commerce and Labor, April 13, 1910.
- Report on H. R. 23259 (Rept. No. 1675) recommended the passage of the bill.
- Report on S. 423 (Rept. No. 417) by Committee on Education and Labor recommended the passage of the bill as amended.

Sixty-first Congress, third session:
- Senate, on February 14, 1911 passed S. 423.

The total population of the United States in the 1900 census was 75,994,575 people, and of these 44.3 per cent, or 33,681,074, were under 20 years of age, and their care should be aided by the researches of this bureau. Seven million two hundred and fifty-three thousand seven hundred and thirty-six were from 1 to 4 years of age; 8,874,123 were from 5 to 9 years of age; 8,080,234 were from 10 to 14 years of age; and 7,553,089 were from 15 to 19 years of age. The most precious thing which the Government has, Mr. Chairman, are its children. After our years of struggle we founded a Government which is based on universal suffrage, and if we are going to preserve the benefits of universal suffrage we must have the children well brought up, strong, healthy, and able to understand the duties of citizenship. To care for the children is the one thing which meets always public approval. No class of appropriations in the country is so generally accepted by the people as the appropriations for the schools and for the health and welfare of the children. There has been a tremendous difficulty, however, in finding out the best way of meeting the children's problems. One community may meet them one way, and by carrying on experiments for the purpose of caring for delinquent children, or having, for instance, juvenile courts or some other phase of the child problem; another community in the country may be trying the same experiment, and yet each will be unable to benefit by the experience of the other. It is proposed by this bill that the Government shall collect and have in shape for ready reference all information which bears on the subject of the welfare of the children. It has been urged that the Census Bureau and the other various bureaus perform work of this nature. Mr. Chairman, the Census Bureau's duty is purely to collect statistics for the departments of the Government, such as they may be directed to, and not to make any deductions from them, and the work of this proposed bureau is not now done by any bureau and is in no way a duplication of work which is being done.

Directors of these bureaus of the Government were present at a previous hearing, and all stated that no duplication of work would

result. Director North, of the Census Bureau, who was before the committee at the hearing two years ago, said:

The Census Office is a purely statistical office. Its function is to collect the cold-blooded facts and analyze and interpret them, and leave to the public at large the duty of drawing the ethical or moral or industrial conclusions which those facts convey. I feel very strongly that if any legislation is enacted which in any way modifies the function of the Census Office in that regard it will be highly detrimental to the work of the office. Such statistics as the bureau finds it necessary to collect the Census Office would collect for it. We do now collect statistics for a number of the bureaus of the Government, and collect them in the way that they want them collected. That is the general position of the Census Office on that proposition, and I believe it is a position which is scientifically correct; that it is a position which it is necessary for the office to maintain if it is not to lose its standing as a purely statistical bureau. We do not want to divert our energies into studies of physical degeneracy, of orphanage, of juvenile delinquency and juvenile courts, and all that class of questions, which are not statistical questions.

Commissioner Neill, of the Bureau of Labor, who was before the committee, also stated at the same hearing:

I do not feel at all, Mr. Chairman, that any of this work is a duplication of the work we are doing, and it would be handled in a different way. There are only two or three things that we would touch at all, and then we would handle them in a way entirely different. I do not believe you could get the same quality of ability to do this work under the Bureau of Labor as you could if it was under an independent bureau. I think that is a point that should be considered in the concentration of Government work; that is something that should be kept in view. The concentration, in my judgment, is certain to lead to a less high-grade quality of work.

Question. You believe, then, the most practical thing and the most advisable thing is to establish a bureau?

Mr. NEILL. Unquestionably. * * * I do not believe if the Government is going to spend money at all in this particular line, that it will be economical or that we shall get the best results if it attempts to simply make use to a limited extent of existing organizations, no one of which, so far as I know, is equipped or could equip itself without somewhat departing from its proper line of work, to study these things as thoroughly and as fundamentally as they ought to be studied.

Commissioner Brown, of the Bureau of Education, upon the same question said:

From the point of those of us who are engaged in educational work these purposes are of the utmost importance, and it seems to us that if we are to make proper provision for the future industrial efficiency of this country or its efficiency along all social lines, it will be necessary that such investigations as those that are contemplated in this bill should be undertaken with the utmost care. There is, then, on the part of those who are connected with the Bureau of Education and those with whom the Bureau of Education has most to do, a very strong sense of the importance of this measure. It certainly looks to the conservation of the character of our people in ways in which I am convinced we shall have to look to it with the utmost care within these coming years.

Referring now more particularly to this bill, I should say that for such work as the Bureau of Education has to do it is important that such work as is here defined should be done somewhere. We can not deal properly with the large questions of the education of children without a more detailed and accurate knowledge than we now possess as to the actual conditions surrounding the child life of the country, such conditions as are referred to in this bill.

I think the best way to accomplish this end is by the passage of such a bill as this and the establishment of a separate bureau.

You will see then, Mr. Chairman, that the heads of these three bureaus all believe that the work which we seek to accomplish should be placed under a separate bureau, and should not be placed on their hands. There is no infringement of State jurisdiction contemplated. It is not expected that this bureau will interfere or will recommend

legislation that will interfere with the State's responsibility for dealing with its own people. It is proposed, however, that this bureau will collect from the experiences of communities all over the United States legislation so that the States can act intelligently and can have the advantage of the collection of wide experience to go on. Through the bureau's information the States will better meet their duties toward their people.

In some work in which I was interested, Mr. Chairman, that was brought particularly home to me. I was in the Massachusetts State Senate at the time when it was proposed to establish in the city of Boston a juvenile court. I was one of the committee which drafted a bill. We experienced the greatest difficulty in obtaining any accurate information as to what was being done in the way of treatment of juvenile offenders all over the country, and we could only obtain information by writing to people or cities we happened to know were engaged in that work. Had an establishment of this nature been in existence it would have been possible to apply directly to it and then obtain accurate and definite information as to the way in which juvenile offenders were being treated, and by contrasting the various attempts to determine on the best plan for us to adopt.

There are many bureaus now, but the very fact that there are so many bureaus for so many other subjects of much less importance than the treatment of children is an argument for establishing a bureau for this purpose. There are 117 bureaus already. The State Department has 9, the Treasury Department 19, the War Department 17, the Department of Justice 6, the Post Office Department 5, the Navy Department 22, the Interior Department 9, the Department of Agriculture 15, and the Department of Commerce and Labor 15. Mr. Chairman, if we have not neglected the creation of any bureau for these many objects, why should we longer postpone the creation of a bureau for this most important object of the care of our children.

I appreciate, Mr. Chairman, that the expenses of this Government have increased alarmingly within the last few years, and that we should take every means to cut them down and make the burden on our people less as regards taxation. But the establishment of this children's bureau is a mere trifle in the general expense and in the general good. It meets one of the most important responsibilities of the Government.

Mr. Chairman, for the last previous year we have appropriated for investigations of plant diseases and pathological collections $22,930. I wish to call your attention to the fact that the creation of this bureau will only cost $29,000.

The CHAIRMAN. You think that the cost of this bureau will only be $29,000. You have in mind, I presume, the cost of clerical work here at Washington.

Mr. PETERS. Yes; the cost of the clerical work here at Washington.

The CHAIRMAN. Would it not also require, in order to make the bureau effective, considerable field work and also printing and work of that kind?

Mr. PETERS. This includes the expenses of all the men engaged in field work. It includes the expenses of everything except printing.

As I said, Mr. Chairman, for this last year we have appropriated for the investigation of plant diseases and pathological collections

$22,930; for the control of diseases of cotton, truck, and forage crops, $24,860; for investigation and improvements of tobacco and methods of production, $26,630; for control of diseases of orchards and other fruits, $42,075; for experiments and investigations in animal husbandry, 47,480; for eradication of southern cattle ticks, $250,000. The total expenditures for the Bureau of Animal Industry are $1,654,750, and the total expenditure for the Bureau of Plant Industry is $2,061,686, and in contrast with that we only ask for the establishment of this bureau an appropriation of $29,440.

The necessity for action is immediate, Mr. Chairman, because every year that we wait one set of children have grown older. They have grown to the point where they can not profit by any of the information which we may now gather, and, so far as they can be helped, they are lost to us. It is an immediate need. It is a pressing need, and every year or every part of a year that we delay the establishment of this bureau there are so many helpless children, or children that could be helped, that will pass beyond the age when they can be reached through the suggestions this bureau will make.

There are here to-day Miss Lillian D. Wald, head worker, Henry Street Settlement, New York City; John M. Glenn, director, Russell Sage Foundation, New York City; Miles M. Dawson, of the American Association of Labor Legislation, actuary, specialist on duration of human life; H. Wirt Steele, secretary Maryland Tuberculosis Society, Baltimore, Md.; Hon. H. B. F. Macfarland, Washington, D. C.; Dr. S. M. Lindsay, director, New York School of Philanthropy, Englewood, N. J.; Mrs. Florence Kelley, secretary National Consumers' League; Thomas Nelson Page, Virginia; Lee F. Haumer, associate director, Boy Scouts; Joseph Lee, president Playground and Recreation Association of America, Boston, Mass.; Dr. Ward, University of Wisconsin; Owen R. Lovejoy, secretary National Child Labor Committee, New York; P. J. McKelway.

I will not trespass by taking up too much of the time myself, because I wish particularly to present to you some of the people who have rendered service to our country along this line and that you may hear from their lips the results of their own personal experience in the contact which they have had with some of the problems it is proposed this bureau shall look into.

I wish, Mr. Chairman, to read to the committee a letter from Cardinal Gibbons:

CARDINAL'S RESIDENCE,
408 N. CHARLES STREET,
Baltimore, May 10, 1911.

Mr. A. J. MCKELWAY,
National Child Labor Committee,
Secretary for the Southern States,
202 Bond Building, Washington, D. C.

MY DEAR MR. MCKELWAY: I beg to acknowledge the receipt of your esteemed favor of yesterday's date, with which you inclose a copy of the bill recently introduced for the establishment in the Department of Commerce and Labor of a bureau to be known as the children's bureau.

I regret very much that it will be impossible for me to be present at the hearing of this bill before the House Committee on Labor Friday morning. However, I can assure you that I am most heartily in favor of the passage of said bill and of the establishment of the bureau in question, realizing that it would be most beneficial to the interests of children.

Most sincerely, yours,

J. CARD. GIBBONS,
Archbishop of Baltimore.

MASSACHUSETTS SOCIETY FOR THE
PREVENTION OF CRUELTY TO CHILDREN,
Boston, May 12, 1911.

ANDREW J. PETERS, Esq.,
House of Representatives, Washington, D. C.

MY DEAR SIR: I am taking the liberty of writing you to urge you to do all that is within your power to advance the interests of the children's bureau bill both before the committee and on the floor of the House whenever the opportunity presents itself.

This society, with a State-wide jurisdiction, is increasingly cognizant of the need for accurate information about the evils that communities should grapple with for the protection of children. Conditions in some cities of Masaschusetts require the most careful study of all questions connected with infant mortality and feeding. Conditions in other towns and cities require a study of sanitary housing as affecting the life and welfare of children. In still other towns and cities other sanitary conditions exist that prove fatal or enervating. No single private society or group of private agencies is in position to deal satsfactorily with the problems even in Massachusetts, which we pride ourselves is at least not the worst situated of the Commonwealths in these particulars. The time will surely come when children's welfare will be considered as important as the welfare of plants and animals.

The question that interests this society—that looks after from 10,000 to 12,000 children each year—is, How soon will Congress assume these responsibilities in behalf of the Nation.

Thanking you for any service you may be able to render neglected childhood, I am,

Very respectfully, yours,

C. C. CARSTENS,
Secretary and General Agent.

Mr. PETERS. Mr. Chairman, as the first witness I wish to introduce Miss Lillian D. Wald, head worker in Henry Street settlement, New York City.

STATEMENT OF MISS LILLIAN D. WALD, HEAD WORKER, HENRY STREET SETTLEMENT, NEW YORK CITY.

Miss WALD. Mr. Chairman, I have been quite interested in the statement made by Mr. Peters, and I can perhaps only repeat some of the points he has touched upon. We ardently desire this bureau, because we believe that the children are the most valuable assets of our Nation, and we would like to have this Government collect and diffuse all the information that has been obtained, and all the data that can be secured, regarding the children, for the benefit of our communities all over the country. We recognize that it is not a very original thing, that there are abundant instances within the Government where other interests have been conserved and that we are only asking you to extend the principle to the children. It is most significant that some years ago, when I came to Washington to speak for this measure, the boll weevil had appeared in the South, and quite rapidly had alarmed the people who were responsible for the elimination of such dangers. And yet nothing that could have happened to the children of the country, no excessive infant mortality, no evidence of illegitimacy, illiteracy, delinquency—nothing that could have happened to the children would have called forth any inquiry from the Government to find out what was at the bottom of it. There is not a farmer in the whole United States but has the power and privilege of sending to Washington, if he is anxious about his crops or his hogs or his cattle. There is not a deposit discovered in any of the mines that the owners or the workmen may not have the privilege of finding out all about it by sending here for a test to

be made of the deposit. There is nothing that affects the grossly material interests of the country that the Government does not concern itself about; and yet, so far as the children are concerned, every community is dependent upon the accident of having some interested citizen who will be public spirited and go to the trouble to write all over the country to discover what has been developed. It would conserve the forces and the strength of all these good people if they knew that there was some central body that could pass upon these problems, either say that such and such information has been discarded or say that it has been valuable here and there.

As an instance, one-fourth of all the children in the country who are blind need not have been blind. A very simple injection in the eyes at birth would prevent the blindness of one-fourth of the children and of the grown-up people who are blind. Judge Lindsey, in Colorado, and Judge Mack, in Chicago, and judges in some other communities have had something to say about the treatment of juvenile delinquency. It should be the Government's interest to pass on, to sift, and to put into shape the information that has been gained by these people, for any community, for any village, for any town all over the country. I might go on endlessly citing illustrations of the reasons we have for wishing and greatly desiring that the Central Government should concern itself with the children, and recognize that they are forces to be conserved; that there are admirable things which are happening in certain communities the knowledge of which should be passed on. It has been done effectively and well for other things, and we who are in intimate relationship with the children want them protected and want their interests cared for, and want to have the information and the experience of others diffused as it has been done in the bureaus that have been referred to this morning.

The CHAIRMAN. Might I ask you if you know of any private associations or corporations that are now attempting to do work of this character; and if so, what success they have had?

Miss WALD. There are now some private organizations that are trying, within their means, and which are ready to pass on all the information they have to those who inquire of them. It seems to me that is a preliminary and splendid work, but does not absolve the Government from collecting and getting the best information they can to present to the country as a whole. For instance, Judge Lindsey—I quote him because I remember his saying that out of his own personal means he had to employ stenographers, secretaries, to answer the inquiries that came to him. I live at a settlement, one that has been established in the lower East Side of New York for a great many years, and we have to keep people busy answering inquiries that come from the remotest parts of the country, from the South, from the West:

> Can you tell us where we can get some information; who can tell us what has been done as to medical inspection of public schools, the treatment of the delinquent, of the truant children?

We do the best we can, but we can not take upon ourselves, as a private organization, nor could any other large national organizations take upon themselves the obligation of furnishing or of stimulating the whole country. They do it in a measure, but that is not sufficient. It puts our Government in the position of depending upon the good will of the individual or of these philanthropic bodies.

The CHAIRMAN. What I wanted to get at more particularly was what expense these private institutions have been put to. We naturally assume they pay it themselves. And to what extent they have been enabled to be successful in their attempts to get the information and disseminate it.

Mr. WALD. I think they have been successful, and I think this would stimulate them to spend more money and to pass on the data collected to the central bureau. Mr. McKelway puts in my hands a letter that has some bearing upon this subject from Mr. Hastings H. Hart, department of child helping, Russell Sage Foundation, which is a large body doing splendid work on the lines suggested. Mr. Hart says:

NEW YORK, *May 12, 1911.*

Mr. OWEN R. LOVEJOY,
General Secretary National Child Labor Committee,
105 East Twenty-second Street, New York City.

MY DEAR MR. LOVEJOY: I am deeply interested in the proposed children's bureau. Twenty-eight years' study of the problems of charities and corrections have convinced me of the need of such an agency.

As to the amount of the annual appropriation mentioned in the bill, in the department of child helping in the Russell Sage Foundation we are spending more than $25,000 per year in doing only a fraction of the things that would naturally be undertaken by a children's bureau, and we could easily use $50,000 per year profitably.

In our work we are handicapped by the lack of any authority to secure information. There is a great need for such a bureau.

Yours, very truly,

HASTINGS H. HART,
Department of Child Helping, Russell Sage Foundation.

Mr. PETERS. Mr. Chairman, I will now present Mr. Miles M. Dawson, of the American Association of Labor Legislation, an actuary and a specialist on the duration of human life.

STATEMENT OF MR. MILES M. DAWSON, OF THE AMERICAN ASSOCIATION OF LABOR LEGISLATION.

Mr. DAWSON. Mr. Chairman, I will address myself very briefly to two or three of the things mentioned in the bill which this bureau would undertake to do and with which, naturally, I should have some special acquaintance. The things I shall speak of are orphanage, dangerous occupations, accidents, and diseases of children, with a very brief reference to legislation affecting children.

Through the States and through a commission of the National Government we are at the present time investigating the subject of possible changes in our laws relating to the compensation for work accidents, and it is already obvious that these changes, if constitutional means of effecting them can be found, and if not probably the Constitution will be amended, are about to take place. Already some of our States have passed laws upon the subject. One of the difficulties which we have constantly encountered is to have some information as to the number of orphans left by workingmen who are killed by accident. Until we have somewhat definite information upon that point we can not deal with this situation as it should be dealt with, and particularly in the matter of making proper provision for their support.

This information is to be had in Germany, and in other countries which are dealing with this question, and through a bureau of this

character it will be possible to obtain a great deal of valuable information upon the subject in this country. That information will directly connect with the last subject that I said I would refer to, namely, legislation affecting children. It is more or less of a puzzle to all of us how it happens that so many children, young children, where the laws do not protect them, engage in industry. This is variously ascribed to parental negligence, willingness to make money out of children, or use them to help support the family when it is not necessary through the parents being themselves out of work or otherwise dependent. But, unquestionably, a very large proportion is due to orphanage; is due to there not being persons who are, through their own interest in the children, willing to undertake their support. So we should get a great deal of light upon the causes, and if we get that light we ought to be able to accomplish two purposes thereby, one to provide so that orphan children will be supported not through charity, but especially if their orphanage is the result of work accidents as purely a matter of public business, and through contributions made by the employers; and the other, to hold to a more strict account parents who send their children out to work when there is no occasion for it.

I scarcely need make mention of the desirability of having similar information concerning dangerous occupations, accidents, and diseases of children. In relation to the same question of workmen's compensation for industrial accidents we particularly require this information. There are much better statistics, although they are very imperfect, concerning the rate of accidents to grown people, but it is unquestioned and unquestionable that the children suffer very much more severely and very much more frequently by reason of their want of information, their want of proper care and caution; in other words, their immaturity and inexperience. And information upon this point will undoubtedly be of the greatest possible value.

There is another phase of the question which deserves to be mentioned. When a man of 60 is injured, you do not have the same injury done to him or to the people as a whole that you do when a boy of 16 is injured, for the reason that the injury to the boy of 16 permanently incapacitates him, and may mean the complete or partial destruction of his earning power for a long period of years, whereas perhaps the injury to a man of 60 or 65 merely means a retirement from industry at an age when otherwise, perhaps, he would not have retired.

An investigation of the diseases of children caused by industries is, of course, of great importance. In connection with the recent investigation of phosphorous poisoning in the match industry it was found that while poisoning was common in any event, it was much more common where immature children were required to handle the poisonous product. The investigations which are now being made in relation to occupational diseases undoubtedly point to just such action in our own country as has already been taken in Great Britain, and has either been taken or is now in process of being taken in other countries, namely, the inclusion of compensation for injuries inflicted by occupational diseases as well as legislation which will tend to prevent those diseases.

I will not dwell upon the importance of this matter as relating merely to children, but will point out what Commissioner Neill very

aptly pointed out, that through the Labor Bureau, with its multifarious activities, it would not be practicable to do this work so thoroughly as through a separate bureau, and with one further reference I will take my seat.

Our central government, according to the theory of our Constitution, is not expected to engage in an intimate supervision of local affairs. The one office which it can perform, however, that will be of tremendous assistance throughout the country to those who are charged with the supervision of local affairs, namely, local legislatures of different characters, from the town meeting up to the State legislature, is that of furnishing information, is that of effectual publicity. At least four-fifths of the defective legislation in different parts of the country is due to their want of information as to how far behind the advanced position they are; and if the children's bureau performs no other important office, the one office of enabling every legislative body throughout this entire country to know what is being done in other communities in this respect, so that they might be contrasted to see exactly where they stood in the matter, would be most valuable.

The CHAIRMAN. Mr. Dawson, you speak of the collection of statistics relative to dangerous occupations, accidents, and so forth, by foreign countries. What countries collect such statistics, and what is their form of procedure in collecting them?

Mr. DAWSON. The very best statistics on dangerous occupations I am acquainted with are in Germany, and are collected through their system of compulsory insurance carried on by bodies of employers and by bodies of employers and workingmen jointly. They have, however, statistical bureaus upon this subject in each of the important European countries. They have a very good bureau indeed in Sweden. They have an excellent bureau in Denmark, and France is very well advanced in that particular. Perhaps almost, if not quite, the best bureau in Europe, outside of Germany, is that of Switzerland, a republic like our own. In Great Britain, also, they have collected a great deal of information upon the subject, although their information is not in as good statistical form as some of the countries I have mentioned.

The CHAIRMAN. In our own country, I believe, a number of the States have these statistical bureaus, and also have inspection systems through which reports are made to some part of the Government, and are compiled, relative to dangerous occupations and accidents, and I think they include the majors and minors both.

Mr. DAWSON. Yes, sir; that is true.

The CHAIRMAN. Do you know how many of the States are without such a system of collecting data?

Mr. DAWSON. The majority of them are without such a system. I could not tell you the number either way. The State statistics on this point are so uneven in their value, and the bureaus do so little work that gives you a foundation for using what they do collect, that as a rule we have not been able to make any special use of it in my profession, the difficulty being this: They furnish you the numerator of the fraction, but not the denominator. You can get the number of accidents of different characters and the different kinds they have had happen, but you do not know the number of people employed. Then, again, very rarely do they pay any attention to the

ages. Of course, when you come to deal with this question, that is doubly important, because you want to know whether the accidents are greater at one age than at another, to start with, and you also wish to know about that, because the value of the injury done to the man is different, as I have already mentioned, according to whether he is injured when he is young or when he is old. So that the statistics have not been especially valuable up to the present time.

The CHAIRMAN. Do you believe that the establishment of a bureau of this kind would have a tendency toward greater uniformity on the part of the different States in their methods of collecting and collating such statistics, and that consequently they would be more reliable?

Mr. DAWSON. I should expect that result. As I said before, everything that furnishes a remote means of comparing what is being done throughout the different parts of the country would unquestionably influence those who are backward to endeavor to get on as good a basis as the others. I think that will be true of the collection of statistics just as it would of legislation.

Mr. HOWARD. For the purpose of getting it into the record, I would like to ask you a question in reference to the compilation of statistics by other countries. Is it not a fact that the United States is outdistanced by every other important country in the world in collecting statistics of this character?

Mr. DAWSON. Undoubtedly. We do a little more now through our Census Bureau; and the Labor Bureau in recent years has done a great deal of special work in special fields.

Mr. HOWARD. The chairman asked you a question in reference to the statistics gathered by the different States in the Union. As a matter of fact, is it not true that about three-fourths of the States in the Union do not gather any statistics of the sort covered by this bill?

Mr. DAWSON. I think it is safe to say at least three-fourths, and probably more. I would like to add that in our profession we frequently have the work to do of getting up rates and plans for these mutual societies to which employers and employees both contribute, and in connection with the most advanced plans of that sort we have to deal with the problem of furnishing support to orphans during their minority, say, to the age of 16 or 18, and to widows during their widowhood. Now, it is necessary to make some assumption as to the number of children left, and their ages, and the length of time for which such payment will be required, on an average, and the length of time, also, that will be required to cover widowhood, and the number of men who are thus killed and the proportion of them who are married.

Mr. SMITH. Did you ever try to secure that information from the Census Bureau?

Mr. DAWSON. I myself am one of the experts for the Census Bureau, and the information furnished there would be of no use whatever for this purpose. The only place where information of that sort can be obtained which is of any real use to us is from European statistics, and the most important for that purpose are the statistics of Germany.

Mr. SMITH. Most States have the office of superintendent of public instruction, where the children are all enumerated.

Mr. DAWSON. Yes.

Mr. SMITH. Where they have that office, do you get statistics which are valuable?

Mr. DAWSON. Not for this purpose.

Mr. SMITH. As regards the enrollment of children of school age, do they not have that?

Mr. DAWSON. They do not have such statistics as I am referring to. Of course they have statistics as to the number of children of school age, and the percentage attending school, and different things of that sort. But you see what we are endeavoring to discover is how many orphan children are left, on an average, by the men who are killed.

Mr. SMITH. Would you not include in that dependent and neglected children?

Mr. DAWSON. Not for this purpose, because we are only keeping the rates of premium for insurance against the death of the parent.

Mr. SMITH. Do you not think the interest of the country includes those that are dependent and neglected the same as the orphans?

Mr. DAWSON. Yes, precisely; but I was only addressing myself to a part of the subject.

Mr. BUCHANAN. Mr. Dawson, I understood you to say you have no valuable information in regard to the number of children under the age of 16 now working in the industries of the country, and the compensation received, and the number of accidents of such children, as compared with adult workmen.

Mr. DAWSON. The last mentioned, I say we have no information of any importance. As to the other two, there is information collected in some States, but it is fragmentary, and in some parts of the country we have no information concerning that.

Mr. BUCHANAN. That information is obtainable, though, in the European nations?

Mr. DAWSON. It is; in every important European nation.

Mr. BUCHANAN. This question is one that has been very much neglected by our Nation.

Mr. DAWSON. It has been, owing, I think, to a little confusion about our Central Government and its powers. We have all of us dealt with it on theoretical grounds. The Central Government, if it engages only in the collection of information and the furnishing of means by which the local authorities may regulate the matter, certainly would appear to be clearly within its constitutional functions from the standpoint of all of us, whether Republicans or Democrats; but that had some weight in this respect. If our Nation had been a centralized nation, doubtless we would have departments of this character in connection with the regulation of the matter.

Mr. BUCHANAN. Have you information as to the extent of the effort made by public-spirited men of means and others to secure information in regard to this question?

Mr. DAWSON. There have been efforts made by the Russell Sage Foundation, with which I have also been connected, and by other bodies, but not with great success, because it is only the Government that has a right to demand such information.

Mr. BUCHANAN. Do I understand by that, then, that the efforts have been obstructed by the so-called captains of industry of the country?

Mr. DAWSON. I really could not say as to that. But I assume that if a mere outsider went to an employer and wanted him to introduce a system of statistics into his business for the satisfaction of the outsider the employer would be pretty likely to refuse.

Mr. BUCHANAN. Of course, they call that interfering with their business, as a rule, but what I would like to know is if there is any information as to what extent the efforts of the people who are making an effort to get information of this kind have been obstructed by the manufacturers of the country?

Mr. DAWSON. I could not answer that, because I am not familiar with that phase of it. I am not certain there has been any obstruction. I am rather inclined to think that the collection of statistics has not been undertaken in such manner as to meet with such obstructions. If there have been such, I am not familiar with them.

Mr. PETERS. Mr. Chairman, I now introduce Mr. Thomas Nelson Page, of Virginia.

STATEMENT OF MR. THOMAS NELSON PAGE, OF VIRGINIA.

Mr. PAGE. Mr. Chairman, we all know that one of the most powerful of all the agencies and forces in the world is conservatism. There is hardly any movement that our race has made that has not come at first as a sort of shock to a great many people who are quite satisfied with the present status of affairs about them. When this idea was first promulgated, that the Congress should make an appropriation and should establish a bureau for this purpose, it seemed to a great many philanthropic and admirable people that it was an innovation. I remember it was suggested at a former meeting which was held before a committee of Congress that it was paternalism. Paternalism in an invidious sense is certainly a very bad thing, but if it were not for paternalism the human race would come to an end very quickly. The human race would revert into its original form of barbarism if it were not for paternalism, and the paternalism of the Government was a term applied originally invidiously; but, as a matter of fact, the care of the Government for its people is a fundamental thing. The safety of the people is the supreme law. And if your committee shall conclude, as I feel sure you will conclude, that this is an important branch of developing the care of the Government for its people it seems to me that it will be found in accord with the very highest law we have. I think that the idea that it was not proper has, in a great measure, died away in the minds of everyone, and that we might assume now that it will be regarded as at least standing on as sound a basis as that of plant industry or cattle industry, for which the Government makes provision, and such admirable provision, too.

We have had a great deal of talk of late about conservation, talk very wise in the main. Sometimes it seems to have stirred up some strife, but the principle is agreed to by all people and all classes and all persons holding different points of view, now, as I understand it, however they may disagree as to the methods of conservation, and there certainly can be no higher form of conservation than that which undertakes to conserve the people themselves. If we are to conserve the people, we must begin with the children. We all know that when we have reached the time of life which I have arrived at a man gets very set in his ways and you can not do very much with him; but

with children, in the plastic age, you can make them whatever you set out to make them in the great majority of cases, and if this Government is going to place itself abreast of the governments of the world—not only place itself abreast of them, but in advance of the governments of the world, where it ought to be—but even if it were only to aspire to place itself abreast of the leading governments of the world, it has to apply its care in the direction of the children.

As I said in beginning, at one time that was considered a somewhat radical departure, but that idea has now passed away. The illiteracy of the children in the section of the country where I come from is something that is quite staggering to the minds of those who have been accustomed to seeing only the statistics of illiteracy relating to the city children or children in the more favored parts of this country, where the school system is an older one and a better established one. In the South, and particularly in the Appalachian Range, which runs through the South like a great bar, there is a great population. The children, indeed the grown people, too, have a degree of illiteracy which, as I say, is quite astounding to those not familiar with the facts, when they first come to observe them. From this illiterate class come very largely the operatives in the mills that have been established in the South of late years. It is not a disadvantage to them. On the contrary, I am inclined to think that it is a great advantage that these people, who have heretofore been shut off from all of the opportunities of modern life, from the advantages that modern progress offers to the people at large, shut off by the environment of their mountain walls, should have the opportunity to come down and be placed in a position where they can be put in touch with the more progressive system.

But I am now coming to the point where they are employed in the mills, of the propriety and need and necessity for such proper supervision being extended to them that children of tender age should not be allowed to engage in employment which would nullify whatever advantage they might have gained if they had come down to the town environment and been given a reasonable time in which to grow and get an education, and so on. I do not know whether I make myself clear; but that is my contention, and I think I am right about it. The statistics show, I think, that of the operatives in the mills in the Piedmont section of the South 30 per cent are under the age of 16 and a considerable per cent are under the age of 12 years. But we need to know a great deal more about these children than these statistics.

Mr. BUCHANAN. May I ask from what authority you state the percentage is 30 per cent under the age of 16?

Dr. MCKELWAY. The only authority we have concerning all the children of the southern region is the census of 1900. The figures have not been obtained from the census of 1910. The census of 1900 states that in North Carolina, South Carolina, and Georgia 30 per cent of the cotton-mill operatives were children under 16 years of age. You will find the figures in Bulletin No. 69 of the Census Bureau.

Mr. PAGE. There are laws in all the States tending to prevent the employment of children of more or less tender age in the mills. It is just with a view to backing up those laws, to making them more

effective, that we come before you, sir, to ask that the Government will take this matter up, and take up the matter of a broader investigation, so as to provide the statistics and the material on which these laws shall be based. As I said at the outset, this is an educational movement. We have to teach the people. I remember the time—it seems a long time ago now—when three men out of four that you heard talk about the common schools thought you were absolutely infringing upon a man's natural right, to have any public schools whatever; that it was unconstitutional; that it was undemocratic; that it was improper in every way; that you should taxe one man to educate another. I do not believe that the gentlemen who held those views, as most of them did at that time, would now undertake to say they hold those views at the present time. They have been educated out of that. If we are going to have a government by the people, if we are going to continue under a democracy, it is absolutely essential that the electorate should be informed. There could be no more inefficient government on earth than a government by an ignorant, a depraved, and a corrupt electorate. But if you give them light, if you furnish them an opportunity to acquire information and knowledge, then we shall be safe in the future as we are safe at the present. The statistics of illiteracy which I touched on I think are germane to this subject simply because it is necessary that the people should be educated. They should be educated out of their views relating to this matter at present, and given light to see the broader view in which this Government aids the States, unites with the States, under our proper laws, to provide the opportunity for these children to grow up to be not only self-sustaining, but to be good citizens in every sense of the term.

If you went down to the part of the country I know and saw in some parts of the country there men breaking 2-year-old colts you would see that they never grow any larger—they never acquire any strength. You will see a little bit of a shabby horse going along, and you will say "That man has been working that horse since it was 2 years old." Now, if you are going to take children and work them in the same way they are never going to get any strength. Even if they should grow up physically they never have the opportunity for mental development—their minds never expand.

This population I am speaking of that is now led into the mills—from them come the very best men that this country has produced—from this mountain region. The statistics of illiteracy are such that you would say they must be the most degraded population in the world. They are not degraded at all. They have all of the virtues of the best element of the Anglo-Saxon race—courage, fidelity, hospitality, kindliness, truthfulness. They have all of the virtues; they have many of the vices; but I think hardly as many as we may find in other parts of the country. If we are going to have these people take their place as an element for good in this Nation, then we must give them the opportunities. It is my judgment that the first step that could be taken at present to educate not only these illiterate people, but the people of this country as to the needs of these people, as to the needs of the country and of the Nation would be for your committee to report and carry through the Congress, as I hope you will be able to do, a bill providing for this bureau and for its operations. It is a small sum that is asked, but the fact that the Govern-

ment has awakened to the necessities of this case and has taken enough interest in the matter to make provision for it will be one of the greatest incentives to private philanthropists and to the people at large that we could possibly have.

I am not going into details about this matter. There are others here who know a great deal more about it than I do, but I wish to base myself upon the simple principle that this seems to me now to be the most important thing that could be done, for this committee to take up the question of looking after the children of this country by furnishing information about them.

There is no reason why these people down there in the mountains, from whom came such men as Andrew Jackson, Abraham Lincoln, Andrew Johnson, Stonewall Jackson—they are just a few of them I recall at this moment who came right out of this mountain region—there is no reason why those people should not be called on in the future to save this country just as they have saved it in the past, not once but twice. This illiterate population, which is in danger now of being swept away in their youth under the mill system, has been called on to save this country once during the Revolution. The second time they were called on to preserve the Union. They were most of them Union men, gentlemen. The whole region of the Appalachian Range, which runs from Pennsylvania almost to the southern border of the country, containing now about 3,000,000 of inhabitants, roughly speaking, furnished to the Union armies during the war over 180,000 men—as brave men as ever lived. They decided the issue at that time. My people were all on the other side. They were all in the Confederate Army. I have a memory of them which nothing on earth could ever induce me to relinquish in any form; a devotion to their memory. But I have also a great devotion to these people who fought for the Union.

Now is the time for us to return to them some of the good they did for the Union during that period of stress and of struggle. The time may well come when they will be called on again. They are of the very purest blood, English and Scotch and Irish. They have the very names you find around this board here. They are almost pure Scotch-Irish and Anglo-Saxon, to use a generic term which is employed. Not one-half of 1 per cent of them are not native born, tracing back, most of them, to the Revolutionary time. You may go to portions of this country and the names and the signs and the language will make you believe you are in a foreign land, and a very distant foreign land. I am far from wishing to place too many restrictions upon that great time which has swept in and helped to make this country. But I say that if this country is to proceed hereafter along the lines which the Anglo-Saxon race gave to it, this great element of the Appalachian Range must be taken into account by our Government. And I feel that if there were nothing else your committee had accomplished, sir, and you should adopt a bill to-day to provide for the statistics that are needed in regard to the children of this country, you would have justified your existence. There is no reason why this great range, which must in future become the health resort of this country, why it should not some day have a population which shall be as literate as it is to-day illiterate; that it shall have the same forces awakened in them that were awakened and have done so much to make glorious for the good of mankind the history of the moun-

taineers of Scotland. They are the same people. They have the same blood, the same history, and the same future, and I trust, sir, that you may find that you can report this bill, because I feel sure the people of this country will approve it.

Mr. BUCHANAN. I see you have been reading from a pamphlet. I would like to ask if you have not some figures in regard to this question which would be germane? If so, we would be glad to have them inserted in the record.

Mr. PAGE. I have some figures in regard to the illiteracy in the southern mountains. If you will allow me, I will take pleasure in sending you some other papers which I think I can readily get hold of.

Mr. BUCHANAN. I will be glad if you will do so.

Mr. PAGE. The trouble about the matter is that we have not had any organization which obtains exact information as to such things, and that is one of our reasons for coming here. The figures in this article were obtained from Mr. Durand, of the Census. As I understand it, there was no provision made to get exactly the information your committee would need to form your judgment, absolutely intelligently, upon the matter. The very thing you ask for is one of the reasons for our coming here. But the principal underlying reason is that we want the Government to show its interest in this matter, so that the people in the different States who are endeavoring to work along this line may feel that they have authoritative information from the Government in the matter. We want something that goes further than the appropriation of $29,000, something that shows that the Government is awake to the need of taking care of its children.

Illiteracy in southern mountains.

	Total native white population.	Illiterate native whites 10 years of age or over.	Native white males 21 years of age or over.		
			Total.	Illiterate.	
				Number.	Per cent.
United States	56,740,739	1,916,434	14,103,619	688,750	4.9
Kentucky, North Carolina, Tennessee, and Virginia	5,767,772	598,482	1,386,710	204,697	14.8
14 mountain counties	207,019	39,518	43,796	10,844	24.8
Kentucky	1,812,176	169,324	444,067	63,348	14.3
4 mountain counties	54,986	12,163	11,226	3,245	28.9
Bell County	13,761	2,679	3,107	755	24.3
Harlan County	9,609	2,536	1,885	566	30.0
Letcher County	9,126	2,002	1,777	493	27.7
Pike County	22,490	4,946	4,457	1,431	32.1
North Carolina	1,259,209	175,645	286,812	54,334	18.9
3 mountain counties	39,200	6,163	8,044	1,702	21.2
Alleghany County	7,292	1,034	1,521	302	19.9
Ashe County	18,885	3,152	3,837	822	21.4
Watauga County	13,023	1,977	2,686	578	21.5
Tennessee	1,522,600	157,396	365,537	51,688	14.1
2 mountain counties	36,953	6,660	8,167	2,013	24.6
Grainger County	14,856	2,827	3,420	802	23.5
Hawkins County	22,097	3,833	4,747	1,211	25.5
Virginia	1,173,787	96,117	290,204	35,327	12.2
5 mountain counties	75,880	13,532	16,359	3,884	23.7
Buchanan County	9,683	2,841	1,954	695	35.6
Dickenson County	7,744	1,558	1,518	380	25.0
Lee County	19,099	3,097	3,988	960	24.1
Scott County	22,059	3,828	4,780	1,192	24.9
Wise County	17,295	2,208	4,119	657	16.0

Two things are to be said about this showing of illiteracy: First, illiteracy here means not inferiority, but lack of opportunity; second, the need of outside help is shown by the table of property values—comparing the mountains with more favored regions.

Mr. PETERS. Mr. Chairman, I will now present Mrs. Florence Kelly, secretary of the National Consumers' League.

STATEMENT OF MRS. FLORENCE KELLY, SECRETARY OF THE NATIONAL CONSUMERS' LEAGUE.

Mrs. KELLY. Mr. Chairman, in reply to your question as to the experience of the national organizations that are working along this line, how they receive their money and what need there is for this bureau, I would like to call your attention to the fact that it is the national organizations that are asking for the creation of this bureau to help out their efforts. I will illustrate by relating the experience of the National Consumers' League. For six years we have compiled out of our meager means a little handbook. We have only about $7,000 or $8,000 a year. We compiled a handbook of child-labor legislation, in which we gave all the information that was scattered in the reports of the Bureau of Labor statistics and in the factory-inspection laws of the different States and in the statute books. We sent this little book to the governors of the different States, to the legislators, to all the volunteer workers of whom we could hear, and it was made the basis of a great deal of legislation during those six years. Then I was obliged to have my assistant, who had done that compiling, perform a different kind of work, and we stopped compiling the handbook. There is at the present time no annual publication of just that character in the United States. It seems to me a little beggarly, with all due respect to Uncle Sam, that because a poor, struggling, little $7,000 national organization can not afford a clerk to do this compiling, this great Republic is without this compact little nugget of information, for which we received ardent thanks from governors and legislators all over the country as long as we felt able to publish it. That is just the kind of work we think the bureau could do very advantageously. There is at the present time no such compact statement appearing anywhere. If at any time the national child-labor committee chooses to take up the work that we have dropped, Uncle Sam will still be in the beggarly position of depending for information, scattered among the States, upon that committee, which information I think he ought to gather himself.

In the same way, if the juvenile courts would record all the children who come before them, record what occupation those children have been employed in before they got into the court; for instance, that a child before getting into a court below the age of 16 years has been a newsboy, a bootblack, a messenger boy, or perhaps a door opener in a department store. If we could get the courts to keep uniform information as to the previous records of these children, it would be immeasurably valuable in the matter of child-labor legislation. My impoverished little organization has corresponded with a great number of judges, asking them to adopt uniform blanks for the records of their courts. They regard us as a nuisance. So far as we have been able to learn, only two courts have acted on our suggestion, the court at Columbus, Ohio, and the court at Pittsburg.

They have their records kept in such way that they do not show the different occupations of the children previous to their getting into court. Now, unquestionably, if these inquiries and these requests, instead of coming from a little organization to which the courts pay no attention, came from the Children's Bureau at Washington, there is no doubt of the stimulating effect those requests would have on the courts, and the vast quantities of knowledge we would get as to the characteristic industries of the children of the different parts of the country. Canneries in the West and the cotton mills in the South and the sweatshops in New York and the mines in Pennsylvania and the other mining regions are the reserves of knowledge that are wasted now. That information we could get if these inquiries came from a responsible governmental agency.

Another illustration: I happened to be, two years ago, traveling down from Seattle to San Diego, on the Pacific coast. When I got to Oregon some of our friends knew of our local organization and they were very much stirred up about the discovery they had just made—that half the children in the city of Portland, Oreg., born in the month of August, 1909, had died during that same month. As far as my friend, who was a physician, had been able to discover, the 50 per cent mortality of children in that climate was due to foul milk, but nobody knew. They had no trustworthy official information about it. They asked me if I happened to know any source to which they could write for information about infant mortality, especially with regard to milk. Just casually I happened to know that the New York milk committee had made investigations which might be of use to them. The two got into correspondence. Last year they looked after their milk supplies, and the only children who were born in the month of August and died in the same year were children who came into the world with such diseases inherited that they could not possibly live. The city of Portland was in the somewhat pitiable position, it seems to me, of having to depend on a passing traveler for knowledge like that. They should not have had to depend on a committee in the city of New York for politely answering this inquiry. There ought to have been authoritative information here at Washington.

Then I got down to Los Angeles. I was very much interested in the matter of infant mortality. I inquired of a very important official who ought to know about the details of the children, the secretary of the charity organization society. He said that owing to the salubrity of the climate infant mortality was virtually unknown in Los Angeles. At the same time, within two days a member of my organization had looked up the matter and had discovered that 610 children of tender age had died within the year. They then wanted to know if I could furnish them any light on the subject, and I followed the same course, and they got in correspondence with the New York milk committee, and we believe some reduction has been made there in infant mortality.

Mr. Chairman, I happen to own a little farm down in Maine, and last summer while I was there I got information out of the newspaper of two circulars published by the Federal Government. I have a little clam flat planted on my farm, of not much value, because the clams have all died out. The farm was once covered with pines, but they have all been cut off. The newspaper an-

nounced the issuance of two circulars by the Federal Government, one dealing with the refilling of defunct clam flats, and the other calling attention to the fact that the seed of white pine trees, if gathered that summer, would be worth $2 a pound to the person who gathered them, to be sold to people like myself who wanted to re-pine their abandoned farms.

Now, it may be paternalism to have a bureau to give information to the city of Portland and the city of Los Angeles about infant mortality and its relation to foul milk, but why should the Federal Government be a little father to my clam flat and to my pine forest if it is not suitable for it to look after the children?

Mr. PETERS. Mr. Chairman, I will now present Mr. John M. Glenn, director of the Russell Sage Foundation.

STATEMENT OF MR. JOHN M. GLENN, DIRECTOR OF THE RUSSELL SAGE FOUNDATION.

Mr. GLENN. Mr. Chairman, I think that this is absolutely an essential and fundamental thing, that our country, the Federal Government, should take up this question as a means of bringing together such information which can not be obtained by any other source. You have asked, very pertinently, what other countries have been doing along this line, and I suppose you wanted also to be informed as to whether there are any private or national concerns working along this line. The Russell Sage Foundation has been spending in the neighborhood of $100,000 a year in matters concerning the welfare of children. A large part of that amount has been spent in investigation and study in the schools. As a result of that work there has been a great stimulus given to the question of retardation; that is, why children in schools do not go forward faster and why they do not advance from grade to grade. It has resulted also in the publication recently of articles on the wider use of the school building; that is, the use of school buildings for the purposes of recreation of the people and the children, for the purpose of holding meetings, and for other social purposes which will bring the communities and the people together. We have been making a study of infant mortality which I think will produce some very valuable results. In connection with that, we will make some study in regard to what has been done in the way of securing pure milk for children. We have also published a work containing the juvenile-court laws of the various States in this country. We are publishing another work on parental care of children, with reference to what should be done for dependent and delinquent children. We have also been making a study of various institutions, and particularly a study of the institutions of Pittsburg. We have secured a great deal of information as to the families of children and the effect of labor conditions on children at Pittsburg, bad houses, and the result of loss of fathers by accident, and the result of injuries to the child itself. A great deal of light has been thrown on that subject, and there will be a report published on that later.

With reference to the playgrounds, the National Playgrounds Association is meeting here to-day with a view to inaugurating certain recreations for dependent children all over the country. I think that the work the foundation has done along that line has stimu-

lated the growth of that work, and the formation of other organizations, like the Boy Scouts, and so forth. Mr. Haumer, who has charge of that work, is here to-day, and can tell you more definitely about it than I can. I simply mention these matters not alone to show what the Russell Sage Foundation is doing, but to show that I know of no expenditures that will have a more valuable and useful and beneficial effect on the prosperity of the country by helping the children, by teaching us how to develop the children—teaching us how to get them as strong, intelligent, and self-supporting as is possible.

Now, the reason for the Federal Government taking up this question is that it can not be done in quite so large a way by anyone else, probably. It certainly can not be done with the same power, the same influence, the same prestige, by any other agency. The need of it is perfectly clear. As you know, we have recently had in New York and north New Jersey two great fires with great loss of life, which have created a tremendous amount of interest in other cities with reference to fire protection. This is not a drop in the bucket compared with the loss going on in the institutions for children and in the bad houses in Washington, New York, Baltimore, and other places. Yet we are sitting still and not getting a bit excited, but keeping just as quiet as if nothing had happened and as if these children were getting the best education in the world. What we ought to do is to find out just what is going on. What the Russell Sage Foundation has done, what the National Child Labor Committee has done, is a mere drop in the bucket. The National Consumers' League has been doing splendid work for years in their limited way, but we have not got the information we ought to have. We have not the evidence we ought to have to put before the public, and there is a tremendous need for just that information.

I do not believe this committee and this Congress can do anything better than to adopt this bill, which provides for the investigation and the study of the children in an adequate and complete way.

(Dr. McKelway presented the following telegram:)

BALTIMORE, MD., *May 12, 1911.*

A. J. MCKELWAY,
National Child Labor Committee, Washington, D. C.

Unavoidably detained. Maryland needs Federal children's bureau. Federated Charities unqualifiedly for it.

J. W. MAGRUDER.

STATEMENT OF OWEN R. LOVEJOY, GENERAL SECRETARY NATIONAL CHILD LABOR COMMITTEE.

This subject having been thoroughly discussed by others, and the committee having given me the privilege of outlining at some length argument for the bill, I desire at this time merely to offer a single suggestion and to leave with the members of the committee a copy of a brief which I prepared last year when the bill was pending.

The economy to the American people which would come as a result of such a Government service is, we believe, one of the strongest arguments in its favor, even on the low ground of material interest. If we put aside for a moment all the higher interests of our people, educational, moral, social, and consider man merely as a

wealth-producing machine we still have a powerful motive for conserving his interests. I am advised by one of the Government authorities on vital statistics and their relation to health that every child has a potential economic value to society of not less than seven or eight thousand dollars over and above all the cost of his maintenance. Every child who dies prematurely, every person lost to society before having produced any part of his quota of wealth, is thus a dead loss financially. When we consider the thousands of children whose lives are wasted through ignorance, bad housing, impure food, overwork, and multiply these thousands by the financial value of each we begin to comprehend the millions of dollars lost to our country annually through such waste.

It is our contention that, with a properly equipped Government bureau to collect and distribute information touching these various interests of childhood, the people throughout the country can be depended upon to speedily reduce this waste to a minimum.

BRIEF FOR THE CHILDREN'S BUREAU.

I. Value of the Child.

The child, from the standpoint of national life, is our most valuable asset. Human labor, intelligence, and virtue are the forces creating, propagating, and maintaining the social and political institutions which at once utilize and safeguard our material resources. Human labor and intelligence, operating upon our natural physical resources, create our material wealth. In two decades all these interests will be in the hands of the children of to-day.

II. Special Agency Required.

No Government agency in the United States is at present equipped or adapted to collect and disseminate information regarding the health, efficiency, character, and training of children.

The Government bureaus most closely related to the purposes sought are the Census Bureau, the Bureau of Labor, and the Bureau of Education. Were it possible to secure the end desired through any of these existing agencies, the advocates of the pending bill would gladly withdraw their propaganda and refer the matter to such agency. Nor have we failed to take cognizance of these Government instruments and seek advice from them.

III. Related Agencies.

CENSUS BUREAU.

To the question whether the service contemplated in this bill could be rendered by the Census Bureau, we have the following reply from Hon. S. N. D. North, former Director of the Census:

> We do not want to divert our energies into studies of physical degeneracy, of orphanage, of juvenile delinquency and juvenile courts, and all that class of questions which are not statistical questions. The Census Office is a purely statistical office.

BUREAU OF LABOR.

Many items of information sought relate to occupational activities of the child, and advice was therefore sought from the Bureau of Labor. In reply to our question, Hon. Charles P. Neill, Commissioner of Labor, says:

I do not believe you could get the same quality of ability to do this work under the Bureau of Labor as you could have it, say, under an independent bureau. I do not believe if the Government is going to spend money at all in this particular line that it will be economical or that we shall get the best results if it attempts simply to make use to a limited extent of existing organizations, no one of which, so far as I know, is equipped or could equip itself without some departure from its proper line of work, to study these things as thoroughly and as fundamentally as they ought to be studied.

BUREAU OF EDUCATION.

The Bureau of Education was next consulted, and the following reply received from Hon. Elmer E. Brown, Commissioner of Education:

For such work as the Bureau of Education has to do, it is important that such work as is here advised should be done somewhere. We can not deal properly with the large questions of the education of children without a more detailed and accurate knowledge than we now possess as to the actual conditions surrounding the child life of the country, such conditions as are referred to in this bill. I think the best way to accomplish this end is by the passage of such a bill as this and the establishment of a separate bureau.

IV. Waste and Confusion.

In default of any Government agency directly responsible for this work, local methods of dealing with the various problems of childhood are at present in a state of chaos.

This fact is revealed by a study of the work of agencies interested in child welfare.

(1) Institutions and associations for the care of dependent or orphan children show the widest diversity in nature and method, and exhibit a lack of coordination truly appalling. Between some of these agencies bitter rivalry exists, while no authoritative source of information can be appealed to for a statement of the plans that have proven most economical, humane, and constructive.

At the hearing before the House Committee on Expenditures in the Interior Department January 27, 1909, Hon. Homer Folks, secretary of the New York State Charities Aid Association, estimated that the cost of supporting over 90,000 dependent children in institutions is between $15,000,000 and $20,000,000 annually. In addition to these 90,000 children, he estimated that from forty to fifty thousand more were cared for in other ways, but he said:

There is no authoritative statement of the total amount of such work, and far less in authoritative interrelation of the nature of the work, of the results, of the experience, of what becomes of these children, or what kind of citizens they are making, and what we wish to urge upon you is that we spend a little money to find out if this $25,000,000 or $30,000,000 a year that is being spent is being spent to the best advantage and if this average of 140,000 or 150,000 children who are under the care of charitable agencies are turning out well. We would like to know how the scheme is really working.

(2) Agencies for dealing with delinquent children manifest a similar lack of coordination.

Jane Addams, of Hull House, Chicago, says:

> We have recently been startled to find that four-fifths of all the arrests in the criminal courts of Chicago are of boys between the ages of 15 and 25, of whom the large majority are under 19. This is so menacing that we should like to know whether the same condition is met in other American cities, or whether Chicago is unique in this excess of criminality among its youth. At present there is no method by which this may be determined. The proposed children's bureau could collect and distribute the very sort of information most valuable to those who are struggling with the problem of juvenile delinquency as well as with other grave matters connected with the lives of city children.

Juvenile courts and systems of probation have been established in a number of leading cities. But at present no agency is charged with collecting for convenient use the latest and most valuable information gleaned from the experiences of these local agencies. In default of this, obsolete methods are continually being introduced in certain localities, although in other localities their disuse has followed their proven ineffectiveness.

Local juvenile court judges and probation officers are seriously interrupted in their work by inquiries from other States and foreign countries for statements of the history and methods of their work. A central clearing house of information would not only serve to reduce to a minimum mistakes and worthless experimentation, but would relieve these overworked local officials of a valuable public service they should not be compelled to render, and which could be better performed through a Federal bureau.

(3) We have at present no information on infant mortality, illegitimacy, race degeneracy, health and training of the child on any national scale. No adequate birth records are kept outside the registration area.

Dr. Livingston Farrand, executive secretary of the National Association for the Study and Prevention of Tuberculosis, says:

> As the organized crusade against tuberculosis develops, it is becoming more and more evident that one of the most fundamental problems is that of tuberculosis in children and the methods of dealing with it. In planning and organizing such efforts we are met at once by the lack of authoritative information regarding conditions, and the cooperation of an official children's bureau, such as that under consideration, would be of inestimable service to our movement.

(4) The need for information on the part of those seeking to safeguard the leisure of childhood can best be voiced in the words of America's most eminent specialist in the development of recreation for children, Dr. Luther Halsey Gulick, president of the Playground Association of America:

> The street education of children is bad education. It usually means the immoral approach to some of the most holy relations in life. It means physical danger from being run over. It means inadequate opportunity for play.
>
> Children need sand piles, seesaws, swings, places where they can play ball, and the like. Children also need wholesome play traditions.
>
> The development of the modern city as well as the development of the modern specialized farm have made new conditions for children, which must be thoroughly studied and met if the children are to continue to grow up wholesome.
>
> The development of the city boys' gang into the political unit, Jacob Riis has called, and I agree with him in calling, the chief peril of American politics. Nobody is competent to deal with this situation saving some branch of the

National Government. It is not a phase of education. It can not be handled, saving by some such power as is contemplated.

These are the reasons why I believe in the children's bureau.

(5) A glance at the laws regulating the employment of children and at the census returns of occupations in which child labor is involved reveals the inequality of these conditions and of the legislation sought to regulate them. All States, with one exception, have laws regulating employment of children. In no two States are these laws alike. Experience indicates that every year in some States radical legislation is sought by enthusiastic advocates, which has already proven unavailing in other States; or conservative legislation is blocked by ignorance and prejudice, although its operation in other States has proven its wisdom.

To have a Government source of information to which the people interested in this work could appeal would be an achievement alone justifying the establishment of the proposed bureau. It is the contention of those opposed to child labor that the Government should be able to furnish inquirers with a substantially accurate estimate of the number of children employed in various occupations, the conditions under which they labor, and, so far as discernible, the effects—economic, physical, education, moral—of such employment.

V. Cooperation of Private Agencies.

The activity of private organizations would properly begin where the Government service ends, by taking the information at hand and organizing propaganda for correction of whatever evils are found to exist.

VI. Modest Estimate.

The bill provides for a total annual appropriation of $51,820, including office accommodations. This appropriation does not appear excessive, in view of what the Government already expends with the greatest popular approval in the establishment of other bureaus.

VII. Public Interest.

Agencies and individuals qualified by experience to judge the wisdom of such a proposal have given it hearty approval.

(a) agencies.

The National Child Labor Committee, which drafted the bill, has been engaged for five years in efforts to secure improved legislation and the enforcement of laws in behalf of working children. Recognizing the importance of the authoritative information sought, this committee made the interests of the bill a principal feature of its work during the past congressional session, and at present devotes a substantial portion of its energies to correspondence and conference with the multitude of people interested in the project.

On January 25–26, 1909, at a conference on dependent children called by President Roosevelt at the White House, representatives of child-helping agencies from all parts of the country were present. This was the most representative body ever assembled to consider the

problems of dependent children. A resolution was unanimously adopted as follows:

A bill is pending in Congress for a Federal children's bureau, to collect and disseminate information affecting the welfare of children. In our judgment, the establishment of such a bureau is desirable, and we earnestly recommend the enactment of the pending measure.

The National Consumers' League in its tenth annual report (1909) says:

The following are some of the points on which it is hoped that the bureau, when established, may furnish enlightment:

(1) How many blind children are there in the United States? Where are they? What provision for their education is made? How many of them are receiving training for self-support? What are the causes of their blindness? What steps are taken to prevent blindness?

(2) How many mentally subnormal children are there in the United States, including idiots, imbeciles, and children sufficiently self-directing to profit by special classes in school? Where are these children? What provision is made for their education? What does it cost? How many of them are receiving training for self-support?

(3) How many fatherless children are there in the United States? Of these, how many fathers are dead? How many are illegitimate? How many are deserters? In cases in which the father is dead, what killed him? It should be known how much orphanage is due to tuberculosis, how much to industrial accidents, etc. Such knowledge is needful for the removal of preventable causes of orphanage.

(4) We know something about juvenile illiteracy once in 10 years. This subject should be followed up every year. It is not a matter of immigrant children, but of a permanent, sodden failure of the Republic to educate a half million children of native English-speaking citizens. Current details are now unattainable.

(5) Experience in Chicago under the only effective law on this subject in this country, indicates that grave crimes against children are far more common than is generally known. There is no official source of wider information upon which other States may base improved legislation or administration.

(6) How many children are employed in manufacture? In commerce? In the telegraph and messenger service? How many children are working underground in mines? How many at the mine's mouth? Where are these children? What are the mine-labor laws applicable to children? We need a complete annual directory of State officials whose duty it is to enforce child-labor laws. This for the purpose of stimulating to imitation those States which have no such officials, as well as for arousing public interest in the work of the existing officials.

(7) We need current information as to juvenile courts, and they need to be standardized. For instance, no juvenile court keeps a record of the various occupations pursued by the child before its appearance in court beyond, in some cases, the actual occupation at the time of the offense committed. Certain occupations are known to be demoralizing to children, but the statistics which would prove this are not now kept. It is reasonable to hope that persistent, recurrent inquiries from the Federal children's bureau may induce local authorities to keep their records in such form as to make them valuable both to the children concerned and to children in parts of the country which have no similar institutions.

(8) There is no accepted standard of truancy work. In some places truant officers report daily, in others weekly, in some monthly, in others, never. Some truant officers do no work whatever in return for their salaries. There should be some standard of efficiency for work of this sort, but first we need to know the facts.

(9) Finally, and by far the most important, we do not know how many children are born each year or how many die, or why they die. We need statistics of nativity and mortality. What Dr. Goler has done for Rochester should be made known to all the health authorities in the United States, and the success or failure of the others in reaching his standards should be published with ceaseless reiteration.

The American Federation of Labor at the meeting in Toronto sent to the President of the United States the following telegram:

TORONTO, ONTARIO, *November 21, 1909.*

Hon. WILLIAM H. TAFT,
President United States, Washington, D. C.:

Executive Council American Federation of Labor respectfully urges among other important matters affecting labor legislation you will recommend to Congress the establishment of a children's bureau.

SAMUEL GOMPERS,
President American Federation of Labor.

The measure has the formal indorsement of the General Federation of Women's Clubs, and nearly all State federations of women's clubs, the Clark University Conference on Child Welfare, and other national bodies, while a mere catalogue of resolutions from charity organization societies, State and national church conferences, local churches, clubs, associations, labor unions, and other bodies would exceed the limits of this brief.

(B) INDIVIDUALS.

We quote concrete reasons for establishing this bureau from the following authorities among the hundreds who have expressed themselves in its behalf:

Samuel McCune Lindsay, Ph. D., director New York School of Philanthropy, New York City:

We want some group of men whose duty it will be to gather up all of valuable information that is being brought out now in the scientific investigations of the Government with regard to children, including all the statistical work that the Census Bureau is doing, and put it together in one place, correlating all of these child problems, so that the solution of one will help in the solution of another. I can not conceive of any way in which this object can be accomplished in its entirety without a special bureau.

Lillian D. Wald, founder and head worker, Henry Street Settlement, New York City:

The air is murky with many organizations, and sad is the fact that the same people are so frequently called upon to devote themselves to so many different phases of social endeavor. That seems to me to be a logical reason for creating within the Government some central bureau that would possess all the facts; that would report and pass upon them and diffuse them, so that all the elements of society in the various betterment schemes for the children should have the right to apply and to hold the Government responsible for giving them the latest scientific word upon the subject.

Thomas F. Walsh, president Colorado Humane Society, Denver:

Our Government is fully alive to the importance of giving out the fullest and most minute details about commercial and material things. Corn, pigs, and other commodities of commerce are wisely watched over with parental care, but no time or money is given to the child crop of our country. * * * Viewed from any standpoint, the protective care and bringing up of the children and the building up of the best citizenship possible is the most sacred duty of our governments and our people, and in this great work our National Government should take a parental lead.

Leo Arnstein, manufacturer, New York City:

It will eliminate conditions that give rise to the remark that the United States is a place where old failures are tried over again, only on a larger scale. It is truly a pity that there should not be some central organization which can collect all the facts that have been learned by the experience of the past and use them for the benefit of the present and the future.

Charles R. Henderson, Ph. D., professor sociology, University of Chicago, Chicago, Ill.:

We want objective tests and one centralized bureau to standardize those tests instead of the chaotic condition in which we are to-day.

Edward T. Devine, Ph. D., editor the Survey, New York City:

The Government of the United States is not concerning itself with questions relating to the protection of the interests of children, as it concerns itself with our fisheries, our forests, our mines, our other material interests. There is no doubt whatever that these are vital interests, that they have an important bearing upon the vital welfare of the human race, and are far more important than the other interests.

William H. Baldwin, Washington, D. C.:

It is especially necessary in social matters of this kind that one should know at one time and in one place what had been done at another time and in another place.

Henry B. Favill, M. D., Chicago, Ill.:

There must be a broad and evolved policy of correction and protection. There must be a convincing mass of accurate information. So far as appears, nothing offers to satisfy these requirements but a national bureau devoted to the welfare of the Nation as represented in the growing child.

John Mitchell, vice president American Federation of Labor, New York:

I sincerely hope that Congress will see its way clear to establish a children's bureau, through which it will be possible to collect and disseminate such information as will prove helpful in securing legislation by the State and Federal Governments for the protection of the health, the morals, and the happiness of children.

Mrs. Philip N. Moore, president of the General Federation of Women's Clubs, St. Louis, Mo.:

The Federation of Women's Clubs is interested in the various activities affecting the welfare of children, and feels keenly the want of authoritative information on many of these subjects. It is impossible for private philanthropic agencies to collect this information, and it is equally impossible for the States, with no common standards of investigation, to secure the results desired. The social and charitable organizations, in view of the immense sums they are spending for the amelioration of the conditions affecting children, feel that they have a right to ask the Government to invest the modest sum desired to secure and publish the facts, especially regarding the unfortunate children of the country, which shall be a guide to these organizations.

No invasion of States' rights is contemplated, but simply the normal and constitutional functions of the Federal Government along the lines of investigation and publicity.

Bernard Flexner, chairman juvenile court board, Louisville, Ky.:

While you are telling us how to open up our mines and to pursue the best methods with reference to the development of zinc and feldspar mines, let us be able to find out the best methods to care for the children.

Hon. Julian W. Mack, judge of circuit court, Cook County, Chicago, Ill.:

We ought to have a central bureau in this Government where there may be collected the facts of child life, of the results of various kinds of child treatment indulged in by the different States, in order that when in any State new projects are brought forward, they may be able to come to some headquarters where they can find what has been the experience throughout the United States by information gathered under the authority of the United States Government.

Ludwig B. Bernstein, Ph. D., superintendent Hebrew Sheltering Guardian Orphan Asylum, New York City:

We welcome such a bureau, because for the first time in the history of this country it will be possible to get unbiased, accurate information in regard to all the dependent children of this country. All the orphan asylums are heartily in favor of the bill.

Dr. A. J. McKelway, secretary for the Southern States, National Child Labor Committee, Atlanta, Ga.:

On behalf of the Southern States, I want to say we need the experience of other States on all these questions relating to child life in such form that we can use it and profit by it. The South is awakening fast to see these problems, and what we need are facts, information, light.

VIII. Indorsement of Congressional Committees.

This measure was carefully reviewed by the House Committee on Expenditures in the Interior Department (Jan. 27, 1909) and by the Senate Committee on Education and Labor (Feb. 4, 1909).

The time at the disposal of the committees was fully occupied by advocates of the measure and no word was spoken in opposition. Following these hearings the bill received the indorsement of both committees. From these reports we quote:

Senate Committee on Education and Labor, February 11, 1909, Frank P. Flint, chairman:

The committee believes that such facts as may be scientifically ascertained and may be published in popular form concerning the child life of the Nation will be of inestimable advantage. We believe it would be entirely within the province of the National Government to secure scientific and reliable information along these lines concerning the general welfare of the children of the Nation. Other nations have already advanced beyond our own in researches of this kind.

House Committee on Expenditures in the Interior Department, Gilbert N. Haugen, chairman, February 13, 1909:

The legislation affecting the children that is being enacted by many States could be wisely directed with the information that would be obtained through such a bureau. The light that would come up in the treatment of the problems of childhood would enable the various private individuals, organizations, and States to mutliply manyfold the value of the work for the Nation that is now being done by them by giving them the benefit of each other's experience and knowledge.

The children's bureau bill was also unanimously indorsed by the committees of both Houses of the Sixty-first Congress, passed the Senate by unanimous vote, but was not reached on the House Calendar. We quote from the report of Chairman Washington Gardner:

Many friends of the bill interested in securing better State legislation fully recognize that the National Government can not, under the Constitution, interfere by national legislation with such subjects as may be controlled by the police power of the States, but they appeal to the National Government to furnish such information regarding the conditions and the remedial legislation of the several States as will help those interested in the welfare of children to secure such additional State legislation as may be needed. We recommend the passage of this bill for the following reasons:

(1) We believe it clearly a constitutional function of the Government under the natural development of the general provision for the census to secure information on various subjects for which there is a sufficient demand. Similar work to that proposed by the children's bureau is being done by the National Government; we have a Bureau of Manufactures, and we have recently established a Bureau of Mines. Under the Agricultural Depart-

ment are various bureaus, such as the Bureau of Animal Industry, the Bureau of Plant Industry, the Bureau of Chemistry, the Bureau of Soils, the Bureau of Entomology, all of which are designed primarily for the dissemination of information for the welfare of the agricultural population, and thus for the people generally. But the children are the most helpless class. Whatever is done for them must be done by others. The argument for individual initiative can not apply to them.

(2) There is no other agency of the National Government which meets the demand for information concerning the children of the Nation. The census reports every decade are of immense value in the way of general statistics. But, as testified by the former Director of the Census, the Census Bureau is not equipped for such particular studies as are contemplated in the children's bureau, and it would be injurious to its general work for it to undertake such studies.

(3) The mere enumeration of the problems which the children's bureau is required especially to investigate indicates the importance of such a bureau of information and publicity.

Take the question of infant mortality, for example. It is estimated that 300,000 children under 1 year of age die every year in the United States, and that one-half of these deaths are preventable by the knowledge and application of the proper remedies or preventive measures. Thus, taking into account the unpreventable mortality of late years, 1,000,000 American-born children are lost to the country every 10 years through lack of proper information. Of course, it is not claimed that all these children can be saved by the establishment of a children's bureau which would investigate the problem of infant mortality, but undoubtedly the general diffusion of sanitary knowledge, the general instructions as to proper care of children, would save the lives of many children in the Republic in years to come, just as bulletins of the Department of Agriculture have enabled the farmers to save their live stock and the orchardmen their trees.

The Census Bureau might report that the infant mortality rate in one city was twice as great as that in another city of the same size and apparently the same general conditions, but the facts thus ascertained by he census authorities will be of no practical value unless the reason for the excessive death rate in one city should be also found. The children's bureau would use the statistics secured by the Census Bureau and make a careful study of the conditions through trained experts, and thus the more unfortunate city would be given the necessary information for remedying conditions.

The question of diseases of children suggests the fact that a quarter of the blind children now in schools for the blind in this country are unnecessarily blind, such blindness being easily preventable by the application of a simple remedy soon after birth.

Another problem concerning which information is greatly desired is the problem of the dependent children, whose condition makes a special appeal. The whole question of the institutional care of the orphans and the work of the home-placing societies needs authoritative investigation. It is estimated that there are 90,000 children collected in institutions and that the cost of supporting them is between $15,000,000 and $20,000,00 a year. It is presumed that there are 50,000 orphans taken care of by other charitable agencies of various kinds. How these 140,000 or 150,000 children are being cared for, and how they turn out after leaving these institutions or the homes of their adoption is a matter of profound interest to the Nation.

The subject of child labor, embracing the question of accidents to children, is another subject of concern in which there is a wide difference of opinion, and at present no method of securing facts which is not open to criticism. If the census of 1910 shows that there are 1,000,000 children in America under 16 years of age employed in winning bread aside from children on farms, whose labor is generally healthful and helpful, then the country ought to know how the labor of these children is being regulated; what occupations are especially dangerous or injurious physically or morally; at what ages children should be allowed to enter the army of breadwinners, and what restrictions should be thrown around them; in what occupations and at what ages the labor of children should be prohibited, and what is the general effect of premature toil.

Still another problem demanding solution is the question of juvenile delinquency. Only in recent years has this question been studied at all in this country, and many States and communities are still without the knowledge which

they would act upon if given to them. What the best methods are of treating delinquent children, the various problems arising in the juvenile court, and the best method of meeting these problems—all these questions need to be investigated and the information, secured by experts, given to the people of the country in the form of Government bulletins, speaking with authority.

(4) It is evident from a former hearing on this bill that the work of the children's bureau would be closely related to that of the Census Bureau and to the Bureau of Labor, both under the Department of Commerce and Labor, and also to the Bureau of Education. It was stated by the heads of these bureaus that there would be little or no danger of the duplication of work already being done by these other bureaus, and that there was need for the establishment of the new bureau.

(5) The expense of operating the bureau is slight compared with the various bureaus of the Department of Agriculture, whose work is so beneficial and of such great acceptability.

The committee believes the need for such a bureau has been proved and that the scientific investigation and publication in popular form of the facts concerning the unfortunate children of the country will be of great value; that it will tend to the saving of human life and suffering. For these reasons we recommend the passage of this bill.

REMARKS OF H. WIRT STEELE, EXECUTIVE SECRETARY OF THE MARYLAND ASSOCIATION FOR THE PREVENTION AND RELIEF OF TUBERCULOSIS.

Mr. STEELE. Mr. Chairman, I heartily concur in all that Mr. Page has said. Perhaps no one knows the people of the southern mountains better than he does, and to my mind he has presented a very convincing argument showing the need of specific information to guide those people aright in these changing years through which they are passing. I wish to make an appeal for the other extreme of our population, for that horde of new citizens coming to these shores from alien lands and being assimilated into a life foreign to their customs and training. The children of foreign-born parents crowded into our northern and western cities constitute a problem both complex and disquieting. I realize that it is always difficult to make the people of small towns and rural communities realize completely what we mean when we talk about delinquent children, dependent children, and defective children. Perhaps no community in the country is without these problems, but in small towns and country districts the number of individual cases is insignificant, and they are handled usually in a neighborly way and by methods which would not be at all possible or efficacious in a great city. The people of such communities do not realize the need for playgrounds, for small parks; they do not know the dangers of child labor and the evils attendant upon night-messenger service when it is carried on by boys of tender years. If they think of them at all, they are but vague paragraphs from a story they can not understand. And so with the one or two idiotic or blind children in a small community. They present an occasion for regret and pity, and are not, perhaps, the index of the real problem lying in the causes of idiocy and blindness as we have come to work them out in studying hundreds and hundreds of cases in congested cities, where we have been able to study enough cases to know that both of these frightful handicaps to childhood and to the right kind of citizenship are traceable to venereal diseases.

I am sure you begin to see that the conditions surrounding child life in our cities, and to a lesser degree, perhaps, throughout the whole country, are tremendous forces which are operating to mold

the type of American citizen of the future. Shall we as a nation let those forces go on operating without attempting to measure them, to digest and understand them? Or is it not wiser for us to establish this bureau, whose function it shall be to make careful studies and analyses of conditions and issue authoritative statements about them?

It is clearly the function and the responsibility of the Government to educate the people in the proper conservation of its greatest asset—its child life. The whole world is perfectly familiar with the fact that the Government of the United States has taught its farmers and its stock breeders how to produce the best crops, how to breed the highest type of cattle, horses, sheep, and hogs. The whole world knows, too, that the Federal Government of the United States is doing nothing to educate the millions of aliens it is assimilating into its national life in the proper care and training of its next generation and succeeding generations of citizens.

I am the executive of a voluntary association that spends approximately $10,000 a year in gathering information and disseminating it to the people of Maryland for the conservation of human life in our State. We constantly need light and knowledge concerning the incidents of tuberculosis, particularly as they apply to children. We do not know what toll of death from this disease is exacted from our people on account of the labor of immature children in our factories and mines. True, we have a State bureau of statistics and information, which does not give us the information we need or the statistics we want. We do not know how many deaths may be chargeable to the fact that the decedents as children were brought up in insanitary and overcrowded tenements, and so on. There are scores of questions which we will have to answer definitely and authoritatively before we can hope to reach a solution of the tuberculosis problem in any State in the country. Perhaps some of these questions have been answered somewhere in some State or city; perhaps others are being worked out elsewhere, but under different statistical standards and by different methods. Now, if we were to go to the endless pains and labor to try to collect all such data as has been accumulated by the several hundred tuberculosis associations in the country, we would be very little better off than we are to-day, because the figures and facts so collected and recorded would not be comparable on account of those different methods and different standards used in their collection. We have had to rely upon this sort of misinformation in the past for our guidance in preparing State legislation, which probably explains the very wide differences and divergences which constantly appear in comparisons of laws on any given subject throughout the list of States.

The children's bureau will give us accurate information based upon sound statistics; it will even present the facts in a digested form, with conclusions arrived at by experts, and so furnish us with standards upon which to base our necessary legislation throughout the country. If this be paternalism, then give us that sort of fatherhood.

REMARKS OF LEE F. HANMER, OF THE RUSSELL SAGE FOUNDATION.

Mr. HANMER. There is in session in Washington at this time a group of men and women interested in providing for the children of the cities of the United States the proper facilities for public recrea-

tion. They are meeting under the name of the "Playground Association of America." I have just come from one of the sessions of this convention to bring to you, gentlemen of the committee, a suggestion of how a children's bureau could add greatly in the work this organization is attempting in a voluntary way to do. Delegates have come to the meeting reporting that their cities have provided $50,000 or a $100,000, $500,000, and in two cases $1,000,000 for providing proper facilities for play and public recreation. Pittsburg has this year issued bonds for $800,000 to provide funds for playground building and equipment, and has appropriated an additional $200,000 for the maintenance of the work already under way. These delegates are asking how their cities can best expend these funds in order to secure the most suitable equipment for carrying on the playground and recreation centers. If there were a national children's bureau that could collect and disseminate information on how cities could best expend their funds for such purposes, it would not only help greatly in advancing this cause that stands for better conditions for the children, and consequently more efficient men and women, but would also help the cities in a financial way by aiding them to get the best results from the money invested.

The secretary of this session reports that last year the cities of the United States spent nearly $3,500,000 for the administration of public playgrounds. There ought to be some way of aiding these cities to spend their money wisely and well. In many instances there is State legislation affecting the provisions for public recreation. The State of New Jersey has authorized its cities to establish new city departments, known as public recreation commissions, these departments to be financed by city appropriations and to have to do with providing and administering all reclamation facilities in the city. Other States are passing laws providing that school funds may be used to conduct children's playgrounds during summer vacation. These measures are being passed without adequate information being available as to how best the work should be done. We do not yet know whether park boards should be charged with the work of providing facilities for public recreation, whether it is the business of school boards to do this thing, or whether it is the function of some other city department, possibly a public recreation commission. In some cases, as in New York City, for instance, it is being done by both the park board and the school board, but there is now a proposition under consideration for the establishment of the public recreation commission in addition.

Such a bureau as you are considering would be of great value in advising these municipalities as to the proper course to pursue.

STATEMENT OF A. J. McKELWAY, SECRETARY FOR THE SOUTHERN STATES, NATIONAL CHILD LABOR COMMITTEE.

Mr. McKELWAY. Mr. Chairman and gentlemen of the committee, as to the organization of the proposed bureau the following outline is suggested: (1) A division of investigation; (2) a division of publicity; (3) a division of advice and information; (4) a division of legislation, the tabulation and criticism of existing statutes; (5) a division of foreign experiments.

The division of investigation would, of course, include research concerning all the problems of childhood—physical, psychological,

sociological. The division of publicity would be one of great importance. Witness the success of a similar division in the Forestry Bureau, and how rapidly it has educated the whole people to some knowledge of the doctrine of conservation. The division of advice and information would be akin to similar divisions in the Department of Agriculture. We can get all the advice we care to carry home from the post office about the cattle tick or the boll weevil or the San Jose scale from the Bureau of Entomology. And while the people must still rely on the local physician for treatment, the general advance in the knowledge of the principles of sanitation and hygiene is our hope for the future. At present, while we can secure all possible information about the diseases of animals from the Bureau of Animal Industry, the only education that the Government furnishes on a large scale to the people concerning the diseases of children is the teachings of the patent-medicine advertisements, which are carried by the Government at pound rates. The division of legislation would be of the utmost value in showing to different States and communities the successes and failures of others. And the division of foreign experiments would give us a part of the wisdom of the nations of the Old World.

I believe that no one who has addressed you on this subject or who has been interested in the passage of this bill feels more keenly than I do the need for a children's bureau. And this sense of need has come from a somewhat varied experience. For the past seven years I have been the secretary for the Southern States of the National Child Labor Committee. My work has been, in brief, the organization of public sentiment, the publication of literature, the preparation of bills for the legislatures, and the advocacy of these bills before the committees, and in this work I have touched every Southern State, including the Territories of Arizona and New Mexico, having been present at both of their constitutional conventions.

Now, I do not claim to be an expert in any departments of child welfare except in that of child labor reform, but I have tried not to lose touch with other humane causes, especially those relating to the welfare of children, and I have been called upon on innumerable occasions to aid in the preparation of legislative provisions and in addresses before committees on the various problems of child life. Feeling my own comparative ignorance on many of these problems, I have yet been put forward as perhaps having more knowledge than any person present on different occasions. If there could only have been during these past seven years, already in existence such a central bureau of information concerning the welfare of children as is designed in this bill, I feel sure that we would have made a hundred per cent more progress in social betterment in these Southern States than we have been able to make, because of the lack of knowledge and the lack of any authoritative source of information. I want to say for the people of the South that there is no section of the country where there has been a greater awakening of interest concerning the welfare of the children.

It is true that on account of the preponderance of the cotton-mill business in three or four of our Southern States—an occupation which has always been cursed with low wages, long hours, and the employment of an undue proportion of women and children—our standards of child-labor legislation and of law enforcement are lower

in parts of the South than in other sections of the country. But aside from that, there is an eager desire to do the best possible for the delinquent children, to protect infant mortality, to reach the afflicted children, the blind and the deaf, to know the best possible methods of treatment and of education. During these seven years of which I speak we have made mistakes and we have wasted public money because we did not know the experiences of other communities and had no way of securing them. For example, a few years ago the Legislature of Georgia passed a bill appropriating money for the erection of a reformatory for delinquent boys. The bill was amended just before its final passage so that the reformatory was placed on the State farm for adult criminals, in violation of all the established principles concerning juvenile reformatories. The mistake was made through ignorance, and, singularly enough, the same mistake had been made in South Carolina a few years ago, and South Carolina had just given up its reformatory for the white boys in proximity to the penitentiary and had built one elsewhere. A Government bulletin issued by a children's bureau concerning the building and care of juvenile reformatories would not only have saved a waste of public money in these two States, but would have saved a wasteful experiment on helpless children who had gone wrong but whose reformation was desired.

Let me say in behalf of the South that whatever other and richer sections may be able to do, we are not yet able to secure the machinery for such investigations and for such publicity as is desired in the creation of the children's bureau, even if it were desirable for each State to undertake such a work for itself. We pay our share of the taxes of the General Government, a part of which goes for the pension fund, and we raise no murmurs concerning that. At the same time we feel bound to contribute toward the pensioning of the needy Confederate soldiers. Georgia alone pays over a million dollars a year for Confederate pensions. Our school system is a doubly expensive one, on account of the necessity for having separate schools for the separate races. We are practically educating two races with the taxes paid by one. Those of us who know the demands made of every legislature for appropriations for the most primary and essential things realize that it will be a long time before each State for itself can establish such a bureau of information concerning children as it is desired that the General Government shall establish. Meanwhile the generations of children pass onward who might be helped by the dissemination of knowledge. In the same way the Southern States would have to do without a good deal of the benefit to agriculture given by the National Government if the States had to pay for it directly. The different bureaus of the Agricultural Department have rendered enormous service to the farmers, not only of the South but of the whole country.

I notice that there was an appropriation recently for the Bureau of Animal Industry of $1,654,750; for the Bureau of Plant Industry, $2,068,416; for the Bureau of Forestry Service, $5,568,100; for the Bureau of Chemistry, $963,780; for the Bureau of Entomology, $601,920. The Bureau of Statistics in the Agricultural Department has an appropriation of $231,620. I humbly submit that if these large appropriations can be made by the National Government to aid the people in the care of their forests, in the cultivation of

their soil, in the protection of their fruit trees and the cotton plants, and in the care and cure of their animals, the sum of $29,000 is not a large one to ask to secure somewhat similar information concerning the care of the children of the country, and that the purpose of the children's bureau is even a more worthy one than the purposes of those different bureaus of the Agricultural Department. The special items, say, in one of these bureaus, the Bureau of Entomology, sound large compared with the appropriation for the children's bureau. For the investigation of insects affecting orchards, vineyards, and so forth, $39,700; for the investigation of insects affecting cereal and forage plants, $50,000; for the investigation of insects affecting southern field crops, including the cotton-boll weevil, $47,160; for the investigation of insects affecting forests, $44,750. In fact, half as much is appropriated for investigations in bee culture, namely, $15,000, as is asked for the children's bureau.

I met summer before last, at Clark University, where a large number of national organizations interested in the welfare of children held what they called a "child welfare conference," a professor of a Kansas agricultural college, Prof. William A. McKeever. It had occurred to Prof. McKeever that there was a demand on the part of parents for just such bulletins concerning the different problems of childhood as the Department of Agriculture was sending out with regard to cattle and sheep and hogs and cabbages, and this Kansas college professor published, on his own initiative, four or five such bulletins, scientific in their nature and largely at his own expense, with an occasional contribution from some one interested, and had, two years ago, circulated over a million copies of these bulletins, so great was the demand for them. I recall that one of them was a scientific article dealing with the effect of cigarette smoking on the heart action of immature boys.

At this same conference on child welfare I heard an admirable paper from Dr. Helen Putnam on "Infant mortality." But the lamentable thing about the paper was that Dr. Putnam had to go for her statistics to England and Wales, because there were none for the whole country to be found anywhere in America. Is it not a national disgrace that nobody knows how many children in America die under 1 year of age? The number is variously estimated from the imperfect data of a limited registration area at 300,000 to 400,000 a year. We are told on high authority that one-half these deaths are preventable—that is, we might save a million American-born children in a decade, making allowances for those who die after the first year, and these deaths are due to ignorance. Have you seen a baby die? Have you seen the sorrow of the mother following hard after the joy that succeeded travail? Does it not make some difference whether it is 300,000 or 400,000 babies that die annually before they are a year old? Are 100,000 babies a negligible quantity? And is it not time that this great Nation of ours were finding out not only how many die but why they die?

Now, it does seem to me that this experience shows how widespread is the demand for scientific literature concerning the care and treatment of children.

I have before me a copy of the children's act passed by the British Parliament in 1908. Of course, we recognize that under the British system of government Parliament has the power of administration,

whereas we claim for our own National Government simply the powers of investigation and publicity with respect to the problems of childhood. But this children's act, passed in 1908, popularly known as the children's charter, consolidates all the laws for the protection of children under the following heads: (1) Infant life protection, (2) prevention of cruelty to children and young persons, (3) juvenile smoking, (4) reformatories and industrial schools, (5) juvenile offenders, (6) a miscellaneous section. Under the provisions in this bill for an investigation of the legislation affecting children in the several States and Territories, it would be easy to prepare such a compilation of the laws as the British Government has already done, to the immense assistance of all those in each State who are working for the better protection of the children.

One of our cities has given us the actual experience of a children's bureau, namely, Philadelphia. At a former hearing on this bill, Mr. J. Prentiss Murphy, superintendent of the children's bureau of Philadelphia, made the following statement:

Mr. MURPHY. Mr. Chairman and members of the committee, I represent the Children's Bureau of Philadelphia, a joint agency maintained by the Pennsylvania Society to Protect Children from Cruelty, the Pennsylvania Children's Aid Society, and the Seybert Institution for Poor Boys and Girls of Philadelphia, the three agencies having a combined budget of about $250,000 a year. The primary object of this children's bureau is the correlation of the work for children and the creation of a center for the giving of advice and information on any child's problem arising in the city. We are thus doing in part and on a small scale what is planned will be done by the proposed Federal children's bureau for the whole country. The above-named constituent agencies, working over most of the State of Pennsylvania, approve very heartily of a Federal bureau.

There are some very good examples arising in my own city and State which plainly emphasize the need for a central national agency that will be able to gather information from every section and acquaint anyone inquiring as to the best methods of procedure in matters pertaining to the welfare of children.

Three years ago, upon the death of Robert M. Carson, of Philadelphia, it was found that he had left a bequest of $4,000,000 for the establishing of a Girard College for girls. Quoting from the Charities and the Commons (now the Survey), of November 23, 1907:

"Mr. Carson is understood to have been a man of large heart who, although childless, had loved children all his life, and it is further understood that the disposition of his estate is largely the result of the example of Stephen Girard, the founder of Girard College. The beneficiaries of this bequest, as announced by the press, are poor, white, healthy girls between the ages of 6 and 10 years who have lost both parents. Residents of Philadelphia and Montgomery Counties have the first claim to admission, and after them, girls from Pennsylvania and the United States. The provisions of the will require that the college be built at the country estate of Mr. Carson, "Erdenheim," on the cottage plan, and give instruction in certain specified lines, in addition to care and maintenance. The example of Girard College is to be followed to a degree, but with important modifications in location, character of plant, and curriculum. Like Girard, the class of beneficiaries and the nature of work to be done in the college are strictly prescribed by the terms of the will. It is generally accepted that this bequest is the outcome of a generous desire to aid orphan girls, and that the donor was actuated by the highest of philanthropic motives.

"Girard College is one of Philadelphia's best-known institutions, and a source of great pride to its citizens because of its splendid equipment, magnificent plant, and large number of beneficiaries. Some very important aspects of the college and its work, however, have escaped public attention—for example, the matter of the location and type of building prescribed by the will, with the resulting arrangement of large dormitories and dining rooms and the limitation of the boys' recreations and occupations to such activities as may be carried on in a congregate city plant; the admission requirements and the way in which they have been interpreted and worked out; the restriction of the curriculum to certain subjects specified by the testator; and the results achieved by the

college in the development of the boys who are received. While there is general appreciation of the real merits of this most remarkable institution, it has been felt by a few people who have given the matter some thought and study that the restricted location, the physical surroundings, the admission requirements, and the nature of the training which the will of Mr. Girard imposes are somewhat detrimental to the best welfare of the college. To put it boldly, it is felt that the trustees of the bequest could better adapt the work of the college to the needs of to-day and could do better by the beneficiaries were their hands not tied in the matters just mentioned.

"This being the case, the announcement that 80 years after Girard's death a similar institution is to be established for a certain class of orphan girls, with even more restrictions in some respects than those which impair the best interests of Girard College, gives ample occasion for thought. Immediately the basic question is raised whether any need for such an institution exists.

"With the many examples of ill-considered charities in view and the pressing need for agencies which will care for certain classes of children, notably the mentally defective, the question which workers for children in Philadelphia are asking is this: Why was a considerable sum of money, such as for the Carson bequest, left this definite and detailed purpose without a thoroughgoing investigation of the matter?"

Some two years after the Carson bequest, by the terms of the will of Charles E. Ellis, also a Philadelphian, who had just died, it was found that he had likewise made provision for the establishment of an educational institution for fatherless girls, the total sum involved being about $3,000,000. The same objections made against the Carson bequest can be made against the Ellis bequest. Thus a sum totaling $7,000,000 is tied up in such a way as not to be available for the classes of children most urgently in need of care. If a Federal bureau existed it would be perfectly possible to spread broadcast over the country information as to the classes of children most in need of supervision and care and there would cease to be a repetition of these two very serious blunders such as I have referred to in Philadelphia. In every State in the country there are charitable individuals, willing and anxious to place their money where it will do the most good, as were Mr. Carson and Mr. Ellis, but in the absence of information in the majority of cases they are likely to so designate their bequests as to really create institutions injurious socially.

I have also referred to the Home for the Orphans of Masons as another striking illustration of a large and generous charity unwisely directed. A Federal bureau would have been able to offer information which would have made it possible for a more careful investment of this large fortune.

The Pennsylvania Children's Aid Society, one of the largest child-caring agencies in the world, is attempting for the State of Pennsylvania the same methods of direction and help such as would figure in the Federal children's bureau for the whole country. In one county, within a half hour's ride from Philadelphia, it was only recently contemplated to erect a county home or institution for the poor children of the county, involving an expenditure of some $30,000. There was an almost absolute absence of information on the part of the county officials as to other methods of child caring. Through the efforts of the Children's Aid Society this plan was changed. The children are now going to private families, where they very soon become members of the family. The saving to the county by this new and better procedure, following methods approved by the best social experts, will amount to many thousands of dollars each year. It is unlikely that they would have been in danger of such unwise action if they could have appealed to a national agency for information as to the best methods for them to pursue in their county children's work. I feel very sure that this new bureau, if established, will prevent almost criminal duplication and continuation of wrong social methods over the whole country and mean a saving of many millions of dollars. It may be interesting to note that in Philadelphia alone it has been estimated that there is an investment of about $25,000,000 in children's charities. Surely from a purely business standpoint there is the need for the greatest care and economy in such a work. I sincerely hope that the members of the committee will find it possible to assist in the passage of this bill, and I feel very sure that the creation of this bureau will mean a very marked and helpful step for the country socially.

With regard to the demand for this bureau, I can say, briefly and simply, that in a somewhat wide acquaintance with workers in the children's cause I have never met one, and do not know of one to-day,

in any official position who is not in favor of the establishment of this bureau. It seems to me, gentlemen, that if before the Committee on Agriculture 200 or 300 of the most intelligent officials of farmers' organizations should appear and ask for an appropriation no larger than this one in the investigation of any phase of animal or plant life for their material benefit there would be no disposition anywhere to deny their request.

The conference on the care of dependent children, which assembled in Washington January 25 and 26, 1909, unanimously adopted the following resolution:

A bill is pending in Congress for the establishment of a Federal children's bureau to collect and disseminate information affecting the welfare of children. In our judgment the establishment of such a bureau is desirable and we earnestly recommend the enactment of the pending measure.

The members of that conference were as follows:

Addams, Hon. George S., Cleveland, Ohio, judge juvenile court.

Addams, Miss Jane, LL. D., Chicago, Ill., president Hull House.

Ahern, William J., Concord, N. H., secretary State board of charities and correction.

Amand, Bernard C., 120 East Nineteenth Street, New York City.

Atkinson, Judge George W., United States Court of Claims, president West Virginia Children's Home Society.

Ball, William C., 1138 South Fifth Street, Terre Haute, Ind., member board of control, Indiana Reform School for Boys.

Barnabas, Rev. Brother F. S. C., 417 Broome Street, New York City, superintendent of N. Y. C. P. Placing Out Bureau for Dependent Children; superintendent of Somer Agricultural School for Dependent Children; director of St. Philip's Home for Friendless Working Boys; member of New York State Conference Committee on Dependent Children.

Barrett, Mrs. Kate Waller, Alexandria, Va., general superintendent National Florence Crittenton Mission.

Bassford, Dr. S. J., Biddleford, Me., president York County Children's Aid Society.

Bernstein, Ludwig B., Ph. D., One hundred and fiftieth Street and Broadway, New York City, superintendent Hebrew Sheltering Guardian Orphan Asylum.

Bicknell, Ernest P., War Department, Washington, D. C., president National Conference of Charities and Correction; secretary National Red Cross Society. Formerly general superintendent Chicago Bureau of Charities; secretary board of State charities of Indiana.

Biggs, Robert, Law Building, Baltimore, Md., president St. Vincent de Paul Society.

Bingham, Hon. Robert W., Louisville, Ky., president Kentucky Children's Home Society; president Board of Children's Guardians for Louisville and Jefferson County. Formerly mayor of the city of Louisville.

Birtwell, Charles W., 43 Hawkins Street, Boston, Mass., general secretary Boston Children's Aid Society.

Black, Hon. Samuel L., Columbus, Ohio, judge of the juvenile court.

Bowen, Mrs. Joseph Tilton, Chicago, Ill., president juvenile court committee.

Brace, Charles Loring, 105 East Twenty-second Street, New York City, secretary New York Children's Aid Society.

Braucher, H. S., City Building, Portland, Me., general secretary associated charities.

Brown, Dr. Elmer Ellsworth, Washington, D. C., United States Commissioner of Education.

Brown, Julius A., 2317 West Ninth Street, Los Angeles, Cal., president California Children's Home Society.

Buck, William B., 1506 Arch Street, Philadelphia, Pa., secretary children's bureau; superintendent Seybert Institution. Formerly secretary Cuban Orphan Society, New York; secretary New York County Committee, State Charities Aid Association; superintendent of inspection, New York State board of charities.

Burnett, Hon. John M., 2022 Sutter Street, San Francisco, Cal., president Particular Council of San Francisco, Society of St. Vincent de Paul.

Bush, Thomas G., Birmingham, Ala.

Butler, Amos W., statehouse, Indianapolis, Ind., secretary State board of charities, formerly chairman committee on children, National Conference of Charities and Correction; president National Conference of Charities and Correction; chairman section on anthropology, American Association for the Advancement of Science.

Butler, Edward B., 3408 Michigan Avenue, Chicago, Ill., president of the board of directors of the Illinois Manual Training School Farm.

Butler, Edmond J., 44 East Twenty-third Street, New York City, tenement-house commissioner; corresponding secretary Superior Council of New York, Society of St. Vincent de Paul; vice president Particular Council of New York, Society of St. Vincent de Paul; director Ozanam Association of City of New York; formerly director and member of executive committee of the Catholic Home Bureau of New York; member of committee on dependent children, Charity Organization Society of New York.

Carnegie, Andrew, New York City.

Carroll, Richard, Columbia, S. C., manager South Carolina Industrial Home for Destitute and Dependent Colored Children.

Carstens, C. C., Boston, Mass., secretary Massachusetts Society for Prevention of Cruelty to Children.

Clark, A. W., Omaha, Nebr., superintendent Child Saving Institute of Omaha; formerly superintendent Boys' and Girls' Aid Society of Omaha; general secretary Associated Charities of Omaha; member Nebraska State Board of Charities; member Nebraska Child Labor Committee; president Sociological Club of Omaha.

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